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Solicitor General
Policing Services

MIRAMICHI REGIONAL POLICE STUDY

January 1991

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January 30, 1991

Mr. Peter Murphy
Chairperson
Miramichi Regional Police Study Committee
P.O. Box 332
Newcastle, N.B.
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Dear Mr. Murphy:

SUBJECT: MIRAMICHI REGIONAL POLICE STUDY

On March 14, 1990, I had the privilege of meeting with the elected representatives from Chatham, Newcastle, Douglastown, Loggieville and Nelson-Miramichi to discuss the possibility of establishing a regional police force in the Greater Miramichi Area. It was agreed that a Study into the feasibility of establishing such a force would be carried out by a Study Team from the Policing Services Division of the Department of the Solicitor General. The Study is now complete and is contained in this document entitled the Miramichi Regional Police Study.

I would like to take this opportunity to formally express my sincere appreciation to the members of the Miramichi Regional Police Study Committee whose cooperation and assistance has made this study possible.

Special thanks are necessary to the members of the Study Team from Policing Services who have made a conscientious effort to compile relevant information and provide analysis to enable the concerned parties to make an informed decision in respect of the feasibility of establishing a regional police force. I also wish to express my gratitude to other departmental officials who were involved in the preparation of the Study.

In closing, I am anxiously waiting for your comments on the contents of the Study. I trust it will assist the Committee, the Municipalities and the Province in addressing some of the outstanding issues relating to the potential development of a regional police force for the Greater Miramichi Area.

Sincerely,

Conrad Landry
Solicitor General

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CHAPTER 1

EXECUTIVE SUMMARY

1.1 INTRODUCTION

In recent years, the municipal representatives of the Greater Miramichi Area[1] have expressed on a number of occasions the need to consider the feasibility of a regional police force. The serious criminal events which took place in 1989 brought into sharp focus the structural difficulties of policing services in the Miramichi region.

The elected representatives from the municipalities of Chatham, Newcastle, Douglastown, Loggieville and Nelson-Miramichi, and the Solicitor General concluded on March 14, 1990 that the present policing arrangements should be examined and appropriate changes recommended in order to improve the policing services to a level appropriate to the needs of the communities of the Greater Miramichi Area. The study into the feasibility of establishing a regional police force was carried out by a Study Team from the Policing Services Division of the Department of the Solicitor General. The Miramichi Regional Police Study Committee was established to liaise with the municipal councils and also provide assistance to the Study Team.

1.2 SUMMARY

The objective of this Study is to present sufficient information and analysis to enable elected representatives to make an informed decision as to whether or not to proceed with the establishment of a regional police force.

This Study briefly describes the municipal police forces of Chatham and Newcastle and the Newcastle R.C.M.P. Detachment. The three separate command structures in the area impedes the maximum

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[1] The Greater Miramichi Area is defined in chapter 6.

coordinated utilization of limited policing resources. The rationale for a larger police force under a unified command structure for such a regional police force is examined. A regional police force in the Greater Miramichi area could evolve through the amalgamation of the two municipal forces of Chatham and Newcastle coupled with the introduction of additional staff to take over the policing responsibilities of the R.C.M.P. in the proposed area.

The proposed service area includes Chatham, Newcastle, Douglastown, Loggieville and Nelson-Miramichi and a number of local service districts or portions thereof. Besides examining some quantitative information on the proposed service area, the Study describes some operational issues related to the establishment of a regional police force.

The development of a regional police force in the Greater Miramichi Area is advanced as a potential effective and efficient means to provide policing services at a reasonable cost. The estimated operational cost of such a force is presented in 1990 dollars. The Study presents the budget for a regional police force ranging from 38 to 41 uniformed officers. For example, a police force of forty uniformed officers and ten civilians would require a budget of $2,613,600 (excluding accommodations). This would represent approximately $316,000 (14%) more than the 1990 budget for the present policing arrangements of the Greater Miramichi Area. Such a police force would have a 1/518 police/citizen ratio[2] at a per capita cost[3] of $129.

As indicated in this Study, the task of overcoming deficiencies to achieve an acceptable level of policing at a reasonable operating cost cannot be achieved without an increase in expenditures by the parties of a regional policing agreement. Although some necessary costs associated with upgrading the policing services cannot be avoided, economies of scale will be realized through amalgamation. The development of a new regional police force would provide a unique opportunity to exercise control over the structure of the force, the range of services available

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[2] The police/citizen ratio is calculated by dividing the population by the number of officers, including the Chief of Police.

[3] The per capita cost is calculated by dividing the total budget by the population.

and its relationship with the residents.

1.3 CONCLUSION

Each municipality of the Greater Miramichi Area is responsible to provide and maintain adequate policing services within its boundaries. The Province has the obligation to provide police protection to the unincorporated area. Therefore, the establishment of a regional police force would be a municipal-provincial initiative. To meet the desired level of policing:

It is recommended that the Municipalities of Chatham, Newcastle, Douglastown, Loggieville and Nelson-Miramichi and the Solicitor General of New Brunswick enter into an agreement to establish a regional police force for the area of the province described in this Study as the Greater Miramichi Area.

CHAPTER 2

INTRODUCTION

2.1 BACKGROUND

In recent years, the rapid escalation of police costs combined with increasing demands on policing services has resulted in the assessment by many communities in Canada of the cost-effectiveness and operational efficiency of their police forces. Some of these assessments concluded that the traditional organization of policing, based on local autonomy, was neither cost effective nor successful in providing an even application of law enforcement. As a result some jurisdictions have opted for the regionalization of policing services.

The municipal representatives of the Greater Miramichi Area in recent years have expressed on a number of occasions the need to consider the feasibility of a regional police force[4]. Moreover, the serious criminal events which took place in 1989 brought into sharp focus the structural difficulties of policing services in the region. The prolonged search for an escaped convict and the homicides which took place during the summer and fall of 1989 caused a great deal of distress to the residents of the Miramichi. In spite of the efforts of the local police agencies as well as the infusion of a significant number of R.C.M.P. members, many people experienced fear and uncertainty during this stressful period. The difficulties experienced by the police in these circumstances further demonstrated the need for a meticulous examination of the existing policing arrangements and for consideration of changes to improve the service.

Subsequently, the elected representatives from the municipalities of Chatham, Newcastle, Douglastown, Loggieville and Nelson-Miramichi requested a meeting with the Solicitor General, being the Minister responsible for the administration of the Police Act, to examine the possibility of establishing a regional police

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[4] In 1981, Policing Services prepared a study into the possible creation of a regional force in the Greater Miramichi Area.

force. Such a venture would be a joint municipal-provincial initiative. It was agreed at a meeting held on March 14, 1990 that a Study into the feasibility of establishing a regional police force begin immediately and be carried out by a Study Team from the Policing Services Division of the Department of the Solicitor General. Subsequently, the Miramichi Regional Police Study Committee was established to liaise with the municipal councils and also provide assistance to the Study Team in its endeavour. The Committee was composed of representatives from each of the municipalities involved as well as a representative from the Department of Municipal Affairs.

One issue raised at the March meeting was whether the R.C.M.P. would be available to act as a regional police force should the parties agree to the formation of such a force. It must be noted that the R.C.M.P. acted as the municipal police force in Newcastle until 1958 and in Chatham until 1968. The response from officials of the New Brunswick Department of the Solicitor General was that the existing contractual arrangement between the Government of Canada and the Province of New Brunswick for the provision of R.C.M.P. service, as well as the federal guideline in respect of the provision of R.C.M.P. service to municipalities, precluded the possibility of consideration of the R.C.M.P. as a regional police force. The position as stated at the March meeting concerning this issue was confirmed subsequently between provincial and federal officials.

2.2 OBJECTIVE OF THE STUDY

The objective of this Study is to present sufficient information and analysis to enable elected representatives, both municipal and provincial, to make an informed decision as to whether or not to proceed with the establishment of a regional police force. The basis of the decision would be two-fold: (1) the possibility of achieving a level of policing services acceptable to the residents of the Greater Miramichi Area ; and, (2) the provision of such services with resources appropriate to the task at a cost which is acceptable to all parties to the

regional policing agreement.

2.3 SUMMARY OF METHODOLOGY

Qualitative, quantitative and financial information on policing issues (methodology described in Appendix A) was gathered to determine the feasibility of establishing a regional police force. The information was collected through meetings with the local Miramichi Regional Police Study Committee (list of committee members can be found in Appendix B) and consultation with various individuals with specialized knowledge or experience (Appendix C).

CHAPTER 3

PRESENT POLICING ARRANGEMENTS

3.1 GENERAL

The Police Act of New Brunswick clearly states that the responsibility for providing and maintaining adequate policing services in a municipality lies with the municipality. Under the Police Act, the Province has the obligation to provide police protection to unincorporated areas of New Brunswick and has discharged this responsibility by utilizing the R.C.M.P. throughout the province.

The existing police forces in the Miramichi area are the R.C.M.P., the Chatham Police Force and the Newcastle Police Force. The R.C.M.P is presently policing three villages and the unincorporated areas under the terms of the general policing agreement with the province. The following sections will describe the three police forces servicing the Miramichi region.

3.2 NEWCASTLE R.C.M.P. DETACHMENT

The R.C.M.P. presence in the Miramichi region commenced in 1932, at which time their responsibility included not only a large rural area but also the communities of Newcastle and Chatham. The R.C.M.P. responsibility was diminished somewhat when Newcastle and Chatham each established their own municipal police force in 1958 and 1968 respectively.

The establishment[5] of the Newcastle R.C.M.P. Detachment consists of twenty-four full time members headed by a staff sergeant. Fifteen of these regular members are assigned to general detachment duties and nine to highway patrol duties. In addition, there are four civilian support staff. Although not part of the establishment, there are eight auxiliary members.

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[5] November 1990.

It should be noted that a two member detachment is located at Baie Ste. Anne during the months of May through October. These two members are usually taken from the Newcastle Detachment.

The present area of the Detachment encompasses approximately 7,770 square kilometres from Baie Ste. Anne/Escuminac on the east coast to Renous on the west boundary, with a population of 26,042. The police/citizen ratio is 1/1,085[6] for the communities policed by the Newcastle R.C.M.P. Detachment.

The Detachment area is divided by the Miramichi River flowing west to east. This area has two arterial highways (Routes 8 and 11), three collector highways (117, 118 & 126) and one local route (430). While a vast portion of the detachment area is unpopulated, the greatest congregation of population is centered around the business districts of Newcastle and Chatham.

The Detachment has thirteen vehicles, four of which are unmarked, five Alcohol Level Evaluation Roadside Testers (ALERT), two breathalyzer instruments, six radars, three Police Information Retrieval System (PIRS)[7] terminals, and one Canadian Police Information Centre (CPIC)[8] terminal. Emergency equipment includes tactical equipment, two spike belts, three rifles, three shotguns, two snowmobiles, and two all terrain vehicles. The lockup facilities consist of two cells.

During regular office hours, 0800 (8 am) to 1700 hours (5 pm) from Monday to Friday, on duty personnel receive and dispatch calls at the detachment. Residents wishing to contact the R.C.M.P. after regular office hours must call the 1-800 number. The 1-800 calls are answered by Fredericton "J" Division's Communication Centre and

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[6] This police/citizen ratio was calculated by dividing the population by the number of regular members and excluding the auxiliary members.

[7] PIRS is a computerized occurrence and incidence reporting system providing file management and data correlation capabilities as well as a single centralized index for all operational records within the RCMP. Municipal Police Forces may purchase access to PIRS by way of contract with the RCMP.

[8] CPIC is an automated national computer information system utilised by accredited police forces in Canada for the storage, retrieval and communication of operational police information on a 24 hour basis. Police officers on patrol, through radio contact with the terminal operator, have access to vital information such as an offenders criminal record.

subsequently dispatched to the on duty R.C.M.P. member of the Newcastle Detachment.

3.3 CHATHAM POLICE FORCE

The Chatham Police Force was established in 1968. At that time, Chatham's population was 6,800, and the Force consisted of a Chief of Police, a Sergeant, five constables and four auxiliary members.

The complement of the Chatham Police Force is presently fourteen members, consisting of a Chief of Police, a Deputy Chief of Police, three corporals and nine constables. There is one member designated as a criminal investigator, one as a court officer, one as a public relation officer and one as a range officer as required. The Department employs one full-time secretary.

Currently, the Force is serving a community of 6,719 residents (including CFB Chatham) covering 21.4 square kilometres. The police/citizen ratio for Chatham is 1/480[9] if it is calculated with the total population including residents of the base[10].

The Chatham Police Force has four vehicles, one breathalyzer, two radars, one rifle, three shotguns, one Zodiac boat and a rescue sled. The Chatham Police Force has four cells of which two are presently used for storage.

The Chatham Police Force has its own communication system which consists of a base radio, five portable radio/telephones, one portable radio and four radio equipped patrol cars. During regular office hours the secretary acts as dispatcher, while after regular hours calls are received by the members on patrol.

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[9] The police/citizen ratio is calculated by dividing the population by the number of officers, including the Chief.

[10] CFB Chatham is policed jointly by Military Police Officers who have statutory authority to enforce the Criminal Code of Canada and the Chatham Police Force.

3.4 NEWCASTLE POLICE FORCE

The Newcastle Police Force was established in 1958. At that time, the population of Newcastle was 5,236 and the force consisted of a Chief of Police and six other members.

The complement of the force is presently fourteen members, consisting of a Chief of Police, a Deputy Chief, one sergeant, three corporals and eight constables[11]. There is one member on part-time crime prevention, one member who is trained to direct the operations of the police service dog, and one member who acts as range officer when required. One full-time and one part-time secretary are employed.

The present population of Newcastle is 5,804 and the community covers 14.0 square kilometres. The police/citizen ratio for this town is 1/415[12].

The Newcastle Police Force has four vehicles, one of which is unmarked, one breathalyser, two radars, one ALERT, one CPIC terminal, video equipment, five personal computers, two rifles and one shotgun. The Force has recently had the Police Operational Reporting System (PORS)[13] installed on their computers. The lock-up facilities consists of four cells.

The Newcastle Police Force has its own communication system, which consists of a base radio, five portable radios and four radio equipped patrol cars. During regular office hours on duty personnel act as dispatchers, while after regular hour calls are received and dispatched by the local fire department.

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[11] As of November 26, 1990, the Newcastle Police Department had 7 full-time and 2 part-time constables. For the purpose of this Study, these two part-time positions will be considered as one full time.

[12] The police/citizen ratio is calculated by dividing the population by the number of officers, including the Chief.

[13] PORS is a computerized occurrence and incidence reporting system to provide standardized operational, managerial and statistical information to the Municipal or Regional Police Forces. PORS software is provided free of cost by Policing Services to requesting municipal or regional police forces. Funding is also available through the Municipal Police Assistance Fund for training, installation and maintenance of PORS.

3.5 SUMMARY

The existing arrangement of divided policing responsibility within the Miramichi region is unwieldy and results in uncoordinated policing services. The elected representatives and the residents of the area have long recognized the need to improve the delivery of policing services to all of the communities involved. Any attempt to bring about improvements under the present policing arrangements would represent significant financial implications. Furthermore, the basic problem of three separate command structures would continue. It is anticipated that the cost of the policing services would eventually become unreasonable.

One of the major concerns is the present level of policing services in the rural areas, presently the responsibility of the R.C.M.P.. Due to a fixed provincial establishment, this level cannot be increased from the existing R.C.M.P. staff complement in the Newcastle Detachment without diminishing the level of service elsewhere. Accordingly, requesting an improvement in the level of R.C.M.P. service is not an alternative.

The lack of trained specialized personnel in the two municipal police departments is another policing concern. The limited resources of the two municipal departments contributes to the difficulties to manage any major incident.

In summary, the major criminal events of 1989 may be considered unusual and unlikely to happen again. Nevertheless, the deficiencies of the present policing arrangement were brought into sharp focus by these events. This arrangement is not only incompatible with current police management philosophies and techniques, but is incapable of improvement on a cost effective basis.

The expressed desire of elected representatives and residents to have a level of policing services suitable to their needs can only be brought about by significant change. In the long term, the development of a regional police force for the Greater Miramichi Area, is the only viable alternative which could satisfy the need at an acceptable cost.

CHAPTER 4

RATIONALE FOR LARGER POLICE FORCES

4.1 GENERAL

The twentieth century has seen a steady trend in policing towards the amalgamation and regionalization of police forces. Smaller police forces face ever-increasing problems in view of continually rising operational costs and high crime rates as well as the fact that criminal activities are not limited to jurisdictional boundaries. It is argued the best way to improve cost effectiveness is through co-ordination or consolidation of various units.

In the 1960's, policing services were examined at the national level in Britain and the United States. At the same time, Ontario and Quebec completed similar studies at the provincial level. The conclusions suggested that the traditional organization of policing, based on local autonomy, was no longer appropriate for the delivery of effective and efficient police services. Consolidation of police forces was viewed as the obvious solution.

The studies completed in Britain and the United States made specific recommendations as to the minimum size of a police force that could still provide an adequate level of service. In 1962 the British Royal Commission on the Police concluded that police forces with 200 staff or less were inadequate. As a result the number of police forces in England and Wales was eventually reduced from 117 to 43. In the United States, The National Advisory Commission on Criminal Justice Standards and Goals (1973) concluded that police forces with fewer than ten police officers were not cost-effective. The United States did experience some regionalization of police services, but the development has not been to the same degree as in Britain due to the desire to maintain local autonomy.

A number of studies conducted in Quebec during the 1960's recommended consolidation. Subsequently, within ten years the number of police forces declined by one third. During the same time period Ontario experienced developments similar to Quebec and Britain. The Task Force on Policing in Ontario, which presented

its report in 1974, concluded that the minimum complement to provide proper policing consisted of between fifteen and twenty officers plus a chief, deputy chief and secretarial staff.

While the experience of other jurisdictions is helpful in determining the minimum establishment requirement of a police force, the varied approaches taken in these jurisdictions to improve policing services clearly indicate that in the final analysis the optimal size of a police force is dependant on the particular needs and characteristics of the region under consideration.

4.2 ADVANTAGES

There are a number of arguments used to support the consolidation of police forces. One advantage is that larger police forces provide a greater range of services. More resources are available to larger police forces allowing for greater specialization and increased professionalism. For example, a larger staff provides police administrators with increased flexibility when deploying resources and the opportunity to increase the variety of initiatives that can be undertaken.

Other advantages that consolidation provides is in the area of personnel. A larger force is able to attract more qualified candidates because it offers a variety of work, an opportunity to specialize, better training opportunities and improved career options and advancement. Consequently, the selection of senior staff is enriched by the calibre of the individual within the organization. As well, the selection process is more objective because of a broader representation on the joint board of police commissioners[14]. Ultimately these factors result in better administration and more competent service delivery.

Of significant importance are the benefits which result from a single command structure. For example, a unified command

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[14] Refer to chapter 5 for a description of the joint board of police commissioners.

structure allows for a common and integrated communication system, centralized record keeping, central purchasing, and standardized administrative and operational policy.

Another advantage is the economy of effort that becomes available through consolidation. The reduction of duplication that occurs between two or more police forces policing a common area, and the economies of scale associated with large organizations results in more economical policing.

In addition, a larger force can generally provide a greater quantity and quality of service more economically. During the consultation process, the interested parties of the Greater Miramichi Area expressed a need for a larger police force to obtain better policing services at less cost or no greater cost. However, it should be noted that the cost and quality of policing services depends on establishment, selection and training of staff, allocation of equipment and resources and the type of policing desired[15].

4.3 DISADVANTAGES

The primary objection to consolidation has been based on the concern that the level of local autonomy might be reduced once the force comes under the authority of a composite board that acts on behalf of a number of municipalities. However, a strong representation by each community on the joint board may ensure local involvement in decision making.

Concerns are also raised about losing local identity with the potential transfer of known officers to other communities and the creation of a new logo and name reflecting the proposed region. As a result, there is a view that the policing function could become impersonal and the force might not be as responsive or sensitive to community needs. Past experience in other

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[15] As demonstrated in chapter 7, given the meager civilian support components allotted to the present municipal forces in Chatham and Newcastle, and given the subsidization of policing costs by the Government of Canada in the areas policed by the R.C.M.P., it is unrealistic to expect that the total cost for an enhanced policing service under a regional model will be less than the present cost.

jurisdictions does not support this view.

4.4 STATUTORY AUTHORITY

In New Brunswick, every municipality is responsible for providing and maintaining adequate police services. There are several alternatives available to municipalities under the Police Act (Refer to Appendix D for sections 3(1), 3(2), and 17.2(1) of the Police Act). A municipality may:

- establish its own police force;
- enter into an agreement with the Lieutenant-Governor in Council for the policing of the municipality by the R.C.M.P.[16];
- enter into an agreement directly with the Government of Canada for the services of the RCMP, subject to the approval of the Lieutenant-Governor in Council;
- enter into an agreement with a neighbouring municipality for the services of its police force; or
- subject to the approval of the Solicitor General, any municipality may be party to an agreement for the policing of a region.

As indicated in the last alternative, the responsibility of municipal policing can be discharged, in appropriate circumstances, by the establishment of a regional police force with jurisdiction in both incorporated and unincorporated areas. Under the regional model a joint board of police commissioners is established which becomes responsible for the provision and maintenance of adequate police services within the region defined in the agreement. This policing model allows the establishment of policing agencies with

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[16] Under the terms of the agreement between Canada and New Brunswick for R.C.M.P. services, this alternative is presently only available to municipalities with a population under 2500.

jurisdiction and responsibilities that exceed the territorial limitations of individual municipalities. Thus the advantages of larger policing units can be achieved by municipalities who are party to a regional policing agreement.

CHAPTER 5

REGIONAL POLICE FORCE STRUCTURE

A regional police force has many similarities with a municipal police department. This chapter will only describe the four distinctive characteristics of a regional police force.

5.1 REGIONAL POLICING AGREEMENT

To establish a regional police force with responsibility in both incorporated and unincorporated areas, the municipalities and the Solicitor General must sign a regional policing agreement. The agreement is the basis for the regional police force and shall make provision for (Refer to Appendix D for section 17.1(2) of the Police Act):

- determining the composition of the joint board of police commissioners;
- establishing and appointing a joint board of police commissioners;
- selecting a chairman of the board;
- determining the time and location of meetings of the board;
- establishing a quorum for meetings of the board;
- administration and bookkeeping;
- defining the boundaries of the region to be policed;
- funding the board and the police force;
- acquiring and disposing of property;
- fixing a date for the initial provisions of police service;
- successor provisions for existing employees and members; and
- any other matter the Solicitor General requires.

5.2 JOINT BOARD OF POLICE COMMISSIONERS

Presently, the Chatham and Newcastle Police Forces are governed, to the extent of providing direction and policy within the budget established by the municipality, by municipal council. If however, municipalities become party to an agreement for the establishment of a regional police force, the agreement shall make provision for a joint board of police commissioners for that region. This board will assume those responsibilities previously performed by municipal councils. The Chief of Police of the regional police force will be responsible to the joint board of police commissioners.

The Police Act states the joint board shall consist of (refer to Appendix D for sections 17.1(2)(d)):

- one or more members representing each municipality that is a party to the agreement, at least one of whom shall be a mayor or a councillor and all of whom shall ordinarily reside in the municipality;
- one or more persons ordinarily residing in the region appointed by the Solicitor General;
- the chief of police, ex officio, who shall be a non-voting member.

The joint board shall be responsible for (refer to sections 17.3(1) and 17.4, Police Act):

- appointing a chief of police who shall be responsible directly to the joint board and who shall not be required by the joint board to report to any body or person other than the joint board;
- providing the police force with such accommodations, arms, equipment, clothing and other items as the joint board considers necessary; and
- appointing police officers to the police force from

candidates recommended by the chief of police unless the joint board by resolution authorizes the chief of police to appoint police officers.

- preparing an annual budget for the succeeding fiscal year to be approved by the parties to the regional policing agreement and submitted to the Minister of Municipal Affairs on or before November 15th.

5.3 THE CHIEF OF POLICE

The Chief of Police of a regional police force is the chief executive officer of the police force with all the necessary powers to manage and direct the police force. It is through the Chief of Police that the responsibility of the joint board to provide and maintain adequate police services in the region is fulfilled in accordance with the Police Act (refer to Appendix D for section 17.3(2) of the Police Act) and Regulations.

The Chief of Police on behalf of the joint board

- shall recommend to the joint board candidates for appointment as police officers, or where authorized by the joint board, may appoint police officers, and

- may employ for the police force such employees as the joint board deems adequate.

It is important that a competent and experienced Chief of Police be selected to manage and direct the force. Section 6 of Regulation 84-10 under the Police Act states that to qualify for appointment to the position of Chief of Police, a person shall have successfully completed the Senior Police Administration Course offered by the Canadian Police College or an equivalent training course approved by the New Brunswick Police Commission. Experience in New Brunswick and other jurisdictions has indicated the Chief must have proven good management skills, commendable communication

abilities and strong leadership capacities in a supervisory position. The Chief of Police must have the ability to assess the needs of the communities of a proposed region and take into consideration the assessment in the development of an operational plan.

Being an expert in policing, it is imperative a Police Chief be actively involved in the implementation process of a regional police force. Therefore, the Chief should be hired at least eight months prior to the commencement of a regional police force.

5.4 SUCCESSOR RIGHTS

Pursuant to the Police Act, if the Greater Miramichi Area elects to establish a regional police force, the members and employees of the Chatham and Newcastle Police Forces have the right to be members or employees of the newly created regional force. Provisions of the Police Act and the Industrial Relations Act provide a mechanism whereby unresolved labour relations issues, such as appropriate bargaining units and the continuity of collective agreements in existence, can be resolved by the Industrial Relations Board (refer to Appendix D for sections 17.3(4), 17.5(2) and 17.5(3) of the Police Act and section 60 of the Industrial Relations Act).

CHAPTER 6

PROPOSED REGIONAL POLICE FORCE

6.1 GENERAL

A broad range of responsibilities are relegated to the police and this diversity is apparent in the duty patrol functions. The police are called because of real or perceived need for prompt intervention and often because no other available agency is capable of rendering such assistance. The police officer is involved in the enforcement of municipal, provincial and federal laws as well as rendering assistance to the general public. The various reasons for public calls determine to a great extent the actual nature of police work.

This chapter will propose a service area for regional policing. Because of the wide scale of activities of a law enforcement agency, an examination of only available statistics related to police responsibilities in the proposed area will be completed in an attempt to project regional police force's work load.

6.2 DESCRIPTION OF PROPOSED SERVICE AREA

The starting point for the study of the feasibility of a regional force for the Greater Miramichi Area was to examine some logical boundaries for a regional police force. In determining the boundaries several factors were considered. One of the more important considerations was to plan a service area that would facilitate an effective and efficient twenty-four hour policing with prompt response and increased police presence. It was decided that for practical reasons populated areas adjacent to the proposed service area should be included.

The proposed area to be serviced by a regional police force is being termed the Greater Miramichi Area (see appendix E for a

map). This includes the Towns of Chatham and Newcastle, the Villages of Douglastown, Loggieville and Nelson-Miramichi, the Local Service Districts of Chatham Head, Douglasfield and Nordin and other areas as follows:

a) Portion of the Local Service District of Chatham Parish: The area between the western Town of Chatham boundary and the eastern Village of Loggieville boundary commonly known as T'aintville, and the area east of the Village of Loggieville boundary known as East Point.

b) Portion of the Local Service District of Ferry Road - Russellville: The area commonly known as Ferry Road bounded on the west and north by Route 8, on the east by Moorefield and Gillis Lane and on the South by the Miramichi River.

c) Portion of the Local Service District of Moorefield: The area bounded on the west by the Village of Douglastown boundary, on the north by the Local Service District northern boundary, on the east by Route 8 and on the south by the Miramichi River, including the subdivisions known as Homestead Acres, Kirkpatrick and Red Pine as well as all access roads to these sub-divisions.

d) Portion of the Local Service District of Newcastle: The area of the Parish of Newcastle begins on the west at the point where the NBEPC transmission line intersects with the northern limits of the Town of Newcastle and Beaverbrook Boulevard following the said transmission line in a northerly and easterly direction to its point of intersection with the western limits of the Village of Douglastown, thence in a southerly direction along the said western boundary line to its point of intersection with the northern boundary of the Local Service District of Nordin, thence in a westerly direction along the said northern boundary of the Town of Newcastle being the Beaverbrook and Tower Roads to the point of the beginning.

These proposed boundaries were reviewed with members of the local Miramichi Regional Police Study Committee, representatives of the Chatham Police Force, the Newcastle Police Force, the local R.C.M.P., and a local municipal services representative. All parties consulted in this regard have agreed with the proposed

boundaries. The chairman of the local service districts, the members of the provincial legislative assembly for Northumberland County and the general public were informed of the proposed service area.

As illustrated in Appendix F, the Greater Miramichi Area consists of a total of 148 square kilometres. The towns represent twenty-four percent of the Greater Miramichi Area, the villages, thirty-two percent and the local service districts, forty-four percent.

6.3 REGIONAL INFORMATION

6.3.1 POPULATION

The total population of the Greater Miramichi Area is approximately 20,700. One consolidated police force for the proposed service area would establish it as a department servicing the fourth largest population in the province, after the cities of Saint John (76,381), Moncton (55,468) and Fredericton (44,722)[17]. As illustrated in Appendix F, Chatham (33%) and Newcastle (28%) represent sixty-one percent of the population. Sixteen percent of the population reside in the three villages and twenty-three percent in the local service districts (or portion thereof). Sixty-one percent of the population resides in the towns of Chatham and Newcastle covering twenty-four percent of the area.

Common sense suggests that policing needs differ from rural to urban communities. Nevertheless, the deployment of centralized resources to ensure equal law enforcement throughout a region is a challenging task. Moreover, the mobility of the residents and their migration within the Miramichi region for work, shopping, social activities and entertainment causes a temporary redistribution of the population on a daily basis, but mainly in the evenings and on the week-ends. The incidence of occurrences requiring police response increases at these times, but there may

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[17] The population figures are based on the 1986 Census.

be no consistent distribution of occurrences. Such a condition requires a measure of flexibility in the deployment of limited personnel. Once the policing requirements of all communities included in a proposed region have been established, then the best methods for meeting these requirements can be developed by a competent Chief of Police.

6.3.2 HIGHWAY DISTANCE

Crime control is only part of the broader public definition of the police role. Research has established that the majority of incidents to which the police respond are categorized as assistance to the general public. The primary objective of highway patrol is ensuring public safety. Most of the highway patrol functions are non-criminal with a few exception such as the investigation and arrest for criminal negligence, impaired driving and leaving the scene of an accident.

Visibility and presence of a police officer are important factors in affecting the public's perception of acceptable law enforcement and reducing the fear of crime. The distance of highway to be patrolled between extremities of the proposed region will inevitably affect the frequency of presence of an officer in a particular location.

Included within the proposed service area are portions of two arterial highways, #8 highway being the major North-South link through the area between Fredericton and Bathurst. Highway #11 is also a major north-south arterial route which follows the east coast through the area from Campbellton to Moncton. Highway #126 is a busy collector north-south route which passes through the area from Nelson to Moncton via Rogersville. Highway #117 travels west-east through the area from Chatham-Head to Baie Ste. Anne on the east coast from where it travels south connecting with highway #11. Highway # 430 (Beaverbrook Blvd. Newcastle) is an important local highway with traffic travelling north-south through Newcastle to the Heath Steel Mines, while collector route #118 connects to highway #126 and follows a north-south route to Nelson-Miramichi village limits.

Since the Miramichi is a cross-road for routes linking communities from the south to the north of the province, the region is affected by intra and inter-provincial traffic in addition to local mobility.

At present, the highway patrol responsibilities within the proposed service area are shared amongst the R.C.M.P., the Chatham and the Newcastle Police Forces. If created, a regional police force would have a significant distance (252 km.) of highway to patrol. Table F1 in Appendix F provides a breakdown of the kilometres of roadway in each municipality included in the proposed area.

6.3.3 TRAFFIC COUNTS

Due to the statutory authority of a police officer under the Motor Vehicle Act and the Criminal Code of Canada with respect to moving violations and related infractions, the traffic activity on any significant roadway will affect resource deployment. In Appendix G, a table provides a detail record of the average daily traffic counts on the major roadways for the Greater Miramichi Area for the years 1983 to 1988. The figures indicate that in 1987 the highest traffic count recorded was on highway #8 in Douglastown between the Northumberland Square Mall and route 11 (traffic count for this site is unavailable for other years). High traffic counts were recorded on route 11 at the Centennial Bridge in 1984, 1985 and 1987[18]. Significant amount of traffic was also recorded in Nordin between French Fort Brook and Bannon Road, in Newcastle between Jane Street and George Street and in Chatham Head between Miramichi River and Fraser Street. These high activity points will inevitably carry a higher risk of moving violations, accidents and crime, thus, requiring greater police attention.

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[18] Devices for data collection are set up in selected locations every year. Therefore, data is not available for each sites every year.

6.3.4 MOTOR VEHICLE ACCIDENTS

Under the provisions of the Motor Vehicle Act, police officers investigate all accidents resulting in injury to or death of any person or total property damage to an apparent extent of four hundred dollars or more. Providing assistance to the accident scene is also part of the police role. Therefore, the number of accidents in the Greater Miramichi Area will have a significant impact on policing demands. The two figures in Appendix H indicate the motor vehicle accident statistics in the proposed region have increased from 1987 to 1989. Figure H1 provides the number of accidents by type: property damage, injury and fatality. Figure H2 presents the number of accidents by location in the Greater Miramichi Area.

The purpose of this section is not to find the cause of increases or decreases of accidents but to stress that accident rates affect policing operations. The Greater Miramichi Area recorded a thirty-seven percent increase in motor vehicle accidents from 1987 to 1989. Property damage resulting from accidents increased by thirty-eight percent and injury resulting from accidents by thirty-three percent from 1987 to 1989. In 1989, seventy percent of all accidents in the Greater Miramichi Area occurred in Chatham and Newcastle.

6.3.5 OCCURRENCES

Occurrences are all incidents requiring police attention, including calls for services. The police officers are called for a wide range of reasons (crime or non-crime) because the police have 'unique' access to the law and have authority to intervene and arbitrate in incidents where social control and disorder are threatened[19]. The reasons for which the public call the police determines to a great extent the actual nature of police work. Occurrence statistics could be a work load 'indicator' if all

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[19] Murphy & Muir (1985) Community-Based Policing: A Review of the Critical Issues. Ottawa: Solicitor General Canada, Ministry Secretariat TRS No.6, p.38.

police departments would gather the data in a consistent fashion. The law enforcement agency determines what will be statistically recorded as occurrences. Therefore, some variations in the figures are affected by the data collection process in addition to the actual number of occurrences handled by the agencies. Appendix I provides data on reported occurrences to the three police agencies of the Greater Miramichi Area for 1988 and 1989. The Greater Miramichi Area experienced a thirteen percent increase in reported occurrences. The number of occurrences reported to the Newcastle Police Force decreased by twenty-nine percent. The Chatham Police Force and the Newcastle R.C.M.P. Detachment witnessed an increase in occurrences, seventeen and one-hundred and six percent respectively. Thus, the rural areas of the Greater Miramichi Area have significantly increased their calls for police services during the two years under study[20].

Decreases were recorded in occurrences classified under Municipal By-Laws (-37%)[21], and Other Federal Statutes (-22%)[22]. An increase was noted in three categories of occurrences: Criminal Code (.4%), Provincial Statutes (5%), and Assistance to the General Public (6%). A significant increase in occurrences classified under Provincial Statutes was observed by the R.C.M.P. Detachment (553%). Part of this last increase was caused by the augmented highway patrol responsibility of the R.C.M.P. in 1989. It is important to note that in 1988, forty-nine percent of all incidents were categorized as assistance to the general public, and in 1989, forty-six percent. This is in line with the findings of numerous studies that the public has great expectations from police forces to deal with non-criminal events. Therefore, responses to these calls are time consuming and are not reflected in crime

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[20] In 1989, the R.C.M.P. became responsible for highway patrol responsibilities in the province which would explain some increases in occurrences. In 1988, the Douglastown N.B.H.P. received an estimated 584 calls for services from the Greater Miramichi Area (31.3% of 1,865, table II - N.B.H.P Annual Statistical Report, 1988). If these 584 N.B.H.P. calls for services are added to the number of R.C.M.P. occurrences, the LSDs and villages in the Greater Miramichi Area still experienced a noticeable increase (45%) in occurrences. If these 584 calls for services are added to the 1988 total, the Greater Miramichi Area experienced a 6.7% increase in occurrences in 1989.

[21] The R.C.M.P. does not enforce municipal by-laws. Therefore, the decrease originated in Chatham and Newcastle.

[22] It is the responsibility of the R.C.M.P. to enforce federal legislation apart from the Criminal Code. Therefore, only the Newcastle R.C.M.P. Detachment reported some occurrences under Other Federal Statutes in the Greater Miramichi Area.

statistics but could impact on the prevention of public disturbance or criminality.

The police are not only called because of their law enforcement responsibilities but also because they are one of few agencies open on a twenty-four hour basis. Charts in Appendix J illustrate the percentage of the total of occurrences reported during each hour of the day by the Chatham and Newcastle Police Forces. The peak period of reported occurrences in Chatham and Newcastle is between 2000 hours (8 pm) and 0100 hours (1 am) for 1987, 1988 and 1989. The R.C.M.P. Newcastle Highway Patrol recorded a more evenly distributed frequency of calls in 1989 (Appendix K)[23].

Due to inconsistencies in data collection, occurrence statistics are not an accurate workload measurement to be used to determine a cost sharing formula of a regional policing agreement. Nonetheless, this information is useful in scheduling the officers' shifts at times when occurrences are liable to take place to enhance prevention, early detection and quick response. Appropriate human resource should be scheduled to work in proportion to the workload that can be expected to occur in a given time frame, bearing in mind that, from a police point of view, Fridays and Saturdays are normally the busiest days.

6.3.6 CRIME STATISTICS

The Uniform Crime Report (UCR) system, managed by the Canadian Centre for Justice Statistics (Statistics Canada, Ottawa), was designed to produce an indicator of the incidence of crime in Canadian society. The local law enforcement agencies are the respondents for this system. If a reported incident has more than one infraction, only the most serious offence[24] is recorded for UCR

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[23] The last Proportional Distribution of Manpower available for the Newcastle R.C.M.P. Detachment was in 1985. The 1989 P.D.M. for the Newcastle R.C.M.P. Highway Patrol indicates the number of calls peak between 0900 and 1300 hours, 1600 and 1800 hours, and 2400 and 0100 hours.

[24] The nature of the crimes committed will determine the number of most serious offences recorded for UCR purposes. For violent crimes, the number of offences recorded is equal to the number of victims in the incident. For property crimes, the number of offences is equal to the number of separate incidents. Therefore,

purposes. Therefore, the UCR data are based on a count of the most serious violations which are known to the police and not all crimes committed in a community. The limitation of Uniform Crime Report as crime statistics have been documented by experts in the field[25]. It is agreed that the Uniform Crime Report (UCR) is not an accurate count of crimes in a given community but an "indicator" of the events that the police took formal notice and classified.

Appendix L contains tables documenting UCR data for Chatham, Newcastle and Newcastle R.C.M.P. Detachment. The Canadian Centre for Justice Statistics (CCJS) could not provide a Uniform Crime Report for the area of the R.C.M.P. Detachment considered in the proposed service area for regional policing. Nonetheless, occurrence statistics were provided by the Planning and Research Section of the R.C.M.P. "J" Division on the area of interest to this Study.[26]

The area policed by the Newcastle R.C.M.P. Detachment (from Baie Ste. Anne/Escuminac on the east coast to Renous on the west boundary) and the Chatham and Newcastle Police Forces witnessed a three percent decrease in the number of offences[27] that were classified from 1988 to 1989. A more noticeable decrease (-16%) in offences was recorded in Chatham and Newcastle. This could be attributed to the increased police presence in 1989 with the infusion of a significant number of R.C.M.P. members. In 1989, the criminal offences consisted of seventy-four percent of the Chatham UCR statistics, and sixty-three percent of the Newcastle UCR statistics.

Although Chatham and Newcastle experienced a decrease in the number of reported offences from 1988 to 1989, it will be difficult for residents of the region to forget the seriousness of some of

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violent and property crimes are scored differently (Canadian Crime Statistics 1989).

[25] Oosthoek, A. (1978) The Utilization of Official Crime Data. Ottawa: Supply and Services Canada (JS22-47/1978).

[26] Section 6.3.5 of this Study describes occurrence statistics of the Greater Miramichi Area.

[27] The offences in this section represent the number of ACTUAL OFFENCES as reported by the Canadian Centre for Justice Statistics. The number of ACTUAL OFFENCES exclude the reported offences assessed as unfounded after a preliminary police investigation.

the reported incidents such as the escape of a federal inmate and a number of homicides which took place in 1989.

6.4 SUMMARY

The proposed service area for a regional police force is entitled the Greater Miramichi Area and includes Chatham, Newcastle, Douglastown, Loggieville and Nelson-Miramichi, three local service districts and four portions of local service districts. The Greater Miramichi Area covers a total of 148 square kilometres. Sixty-one percent of the population resides in the towns of Chatham and Newcastle covering twenty-four percent of the proposed area. The mobility of rural residents and their migration within the Greater Miramichi Area causes a temporary redistribution of the population on a daily basis, but mainly in the evenings and at the week-ends. Moreover, the Greater Miramichi Area is a cross-road for routes linking communities from the south and the north of the province, and consequently has a significant amount of intra and inter-provincial traffic.

The Greater Miramichi Area has a significant distance (252 km.) of highway to be patrolled by a law enforcement agency. It will not come as a surprise to the Miramichi residents that the two highest traffic points in the region are on highway #8 in Douglastown between the Northumberland Square Mall and route 11, and on route 11 at the Centennial Bridge. The majority of the motor vehicle accidents in the proposed region occurred in Chatham and Newcastle.

The Greater Miramichi Area experienced a thirteen percent increase in the total reported occurrences to the three law enforcement agencies 1988 to 1989. During this period, the number of occurrences reported to the Newcastle Town Police decreased by twenty-nine percent. The Chatham Police Force and the Newcastle R.C.M.P. Detachment witnessed an increased in occurrences, seventeen and one-hundred and six percent respectively. The rural areas of the Greater Miramichi Area have increased their calls for police services during the two years under study. The peak period of reported occurrences in Chatham and Newcastle is between 2000

hours (8 pm) and 0100 hours (1 am).

Although Chatham and Newcastle experienced a decrease (-16%) in the total number of offences (UCR) from 1988 to 1989, the Miramichi region witnessed very serious crimes such as the escape of a federal inmate and a number of homicides in 1989. These events required deployment of significant policing resources.

As common sense dictates, the two towns in the proposed region will require a greater frequency of police intervention but the mobility of the rural residents should not be neglected in the regional picture of events requiring law enforcement intercession.

Statistical analysis can be employed to develop activity charts showing the peaks an troughs for personnel deployment but conditions can arise which are beyond the capacity of police forces in the area. Given this condition, response times are, at best, slow or may be delayed to the point where police action is no longer required. This is not a situation unique to small police forces.

CHAPTER 7

OPERATIONAL CONSIDERATIONS

As previously stated the objective of this Study is to present sufficient information to enable elected representatives to make an informed decision as to whether or not to proceed with the establishment of a regional police force. This is not an exhaustive chapter and it is not meant to address all operational issues of a regional police force. Nonetheless, the Study Team chose to raise the following operational features for consideration by the Miramichi Regional Police Study Committee and the joint board of police commissioners if a regional police force is established.

7.1 FACILITIES AND EQUIPMENT

As part of the implementation process, the parties to a regional policing agreement will have to assess their existing facilities and equipment, and appraise the feasibility of utilizing these by a regional police force. Both the Chatham and Newcastle Police facilities are inadequate to accommodate the complete regional police force. Their location and access is restricted for regional deployment of human resources. Nonetheless, both facilities could be used as divisional offices in accordance with the application of the community based concept.

The regional policing agreement will require an appropriate cost sharing formula for all costs associated with the start-up and operation of the police force. The vehicles and equipment presently held by the Chatham and Newcastle Police Forces could be consolidated and used subject to the regional policing agreement. It is noteworthy to mention that the equipment operated by the Newcastle R.C.M.P. Detachment will not be accessible to a regional police force. Therefore, start-up costs would entail additional vehicles and equipment as well as new uniforms, logo, stationery and forms (refer to Appendix N for more information on start-up costs).

7.2 COMMUNICATIONS

The Newcastle and Chatham Police Forces have independent communication systems. As previously described, the citizens of Chatham and Newcastle can communicate with the police on a twenty-four hour basis. Nonetheless, the existing communication process is inadequate for a regional police force.

A communications system and dispatch centre is a vital component of an efficient police department. A consultants study should be considered to determine the communication network required for a regional police force.

The 911 emergency number can be part of a twenty-four hour dispatching system for the police, fire and ambulance services. A feasibility study in establishing the 911 system within the regional police force communication centre should also be completed.

7.3 COMMUNITY BASED POLICING

Throughout the 20th century, policing methods have undergone a series of examinations aimed at designing the best possible system to address the crime and order problems of the day.

Historically, the first police constables had close contact with the community. By walking the beat, a constable knew his constituents and could count on them to assist him in controlling crime and maintaining order in their community. However, due to changing social, economic and political forces, the method of policing changed. From the 1930's onward, the police, through technological advances, began to focus on the apprehension of criminals and the detection of crime through various investigative techniques and methods of law enforcement. This type of policing became known as "professional policing".

The marginal effectiveness of the old "professional" model in

preventing crime, as well as the loss of positive police-community relations, has led to the examination for a new approach to policing. A discussion paper entitled "A Vision of the Future of Policing in Canada," released by Solicitor General Canada in October 1990, states that the new approach to policing, sweeping through North America, Europe and the major common law countries, is community based policing. However, rather than it being a new approach, "it is more correctly a renewal or re-emergence of the old approach developed in Metropolitan London."

Community based policing has developed into a term used to describe several methods of policing, including foot patrol, zone policing and mini stations with emphasis on crime prevention programming. Community policing recognizes the crucial role of the community in policing. The ultimate goal of this style of policing is to foster a partnership between the police and the community.

There are several key principles inherent to the community based philosophy including:

- the role of the police becomes one of peace officers rather than merely law enforcement officers involved in crime control;

- the community plays an important role in police decision making about community safety and order;

- the objectives of policing are defined by the police in conjunction with the community. These objectives should reflect the interests and needs of the community and the capacities of the police;

- the police are involved in a proactive approach to policing; police anticipate calls by identifying local crime and disorder problems; and

- police personnel operate as information managers who engage in interactive policing by exchanging information on a reciprocal basis with community members.

As noted previously in this report, there are certain disadvantages to regionalization. However, with proper application of community based policing these drawbacks can be overcome. With the formation of groups such as CAUSE (Citizens against an Unsafe Environment), the concept of community based policing is not new to the Greater Miramichi Area. The events of 1989 demonstrated to residents of the Miramichi region that community involvement is important.

Due to the growing consensus that community based policing is the most appropriate approach to present and future challenges in policing, the Greater Miramichi Area should consider implementing the concept of community based policing throughout the region obtaining maximum participation by community agencies and the general public.

7.4 SPECIALIZED SECTIONS/SERVICES

One consolidated police force for the proposed region would establish it as the agency servicing the fourth largest population in the province. The proposed regional police force could provide some specialized services resulting in a reduced reliance on the R.C.M.P..

Specialized services which will be required in a regional police force servicing a population of 20,700 are: a drug enforcement/awareness co-ordinator, a community-based policing co-ordinator, an identification section, a traffic law enforcement section, and a criminal investigation unit.

7.5 STAFFING

When determining establishment requirements, a number of factors must be considered, including: police/citizen ratios, the amount of coverage desired, the number and length of shifts, sick-leave, training, court time, trends in crimes in the area and the type of policing desired. For example, if twenty-four hour police

patrols of the area and a high police presence as well as quick response time is expected, greater resources are required. It is generally agreed that it takes a complement of 5.6 police officers to have one person available for response to occurrences on a 24 hour basis in a defined zone. This calculation takes into account vacation, sick leave, court time, time off in lieu of overtime and training.

Staff requirement projections for a regional police force is only an approximation based on experience of similar size police forces in other jurisdictions and particular characteristics of the region under study. Presently, the police/citizen ratio is 1/1,085[28] for the communities policed by the Newcastle R.C.M.P. Detachment, 1/480[29] for Chatham, and 1/415[30] for Newcastle. The total population of the proposed service area is approximately 20,700. If the Greater Miramichi Area residents would like a police/citizen ratio between 1/500 and 1/550, a regional police force would have an establishment of thirty-eight to forty-one officers (including the Chief).

In small police forces, the police officer often performs dispatch and support duties. To further increase the police presence in the community at a lower cost, civilians can be hired to perform duties not requiring a peace officer status. Other jurisdictions have used an estimated ratio of one civilian for four police officers as a guideline in their police department's establishment. In line with such a ratio, a regional force of thirty-eight to forty-one officers would employ ten civilians. It is mandatory that six of these positions be dedicated to operate the twenty-four hour dispatch centre.

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[28] This police/citizen ratio was calculated by dividing the population by the number of regular members and excluding the auxiliary members.

[29] The police/citizen ratio is calculated by dividing the population by the number of officers, including the Chief.

[30] The police/citizen ratio is calculated by dividing the population by the number of officers, including the Chief.

7.6 SUMMARY

Besides examining some quantitative information, the Miramichi Regional Police Study Committee should assess a number of operational issues for a regional police force. Facilities, communication network, community based policing, specialized sections and staffing requirements are operational matters that have implication on the costs of a regional police force.

Both the Chatham and Newcastle Police facilities are inadequate to accommodate the complete regional police force but could be used as divisional offices. The existing communication process is inadequate for a regional police force. Therefore, a study should be considered to determine the communication network required for a regional police force. The cost-effectiveness of establishing the 911 system within the regional police force communication centre should also be analyzed.

It will be essential for the regional police force to demonstrate its desire for a partnership with the communities of the Greater Miramichi Area by adopting the community based philosophy. Although this represents simply the reemergence of an "old" policing approach[31], it has far-reaching impacts on the organization and administration of policing services.

Provision of specialized services by a regional police force would reduce reliance on the R.C.M.P.. Drug enforcement/awareness, community-based policing, identification, traffic law enforcement, and criminal investigation are the most essential services.

Various factors will influence the staffing requirements for a regional police force. The type of policing and level of police presence are two of the most significant factors to consider. If the Greater Miramichi Area residents would like a police/citizen ratio between 1/500 and 1/550, a regional police force would have an establishment of thirty-eight to forty-one officers.

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[31] Normandeau, A. & Leighton, B. (1990) A Vision of the Future of Policing in Canada: Police-Challenge 2000. Ottawa: Solicitor General Canada (Cat. No. JS 42-43/1990E), p.50.

CHAPTER 8

FINANCIAL CONSIDERATIONS

8.1 GENERAL

The focus of this Study is on the development of a regional police force in the Greater Miramichi Area with the potential for providing an effective and efficient service at a reasonable cost. Thus, it is essential to examine the financial implications which could result from the reorganization of the present policing arrangements. The difficulty of this task must be emphasized given the uncertainties of operational policing requirements as well as the present economic climate. While operational cost[32] estimates and projections contained in this Chapter are conservative and are based on accepted methods of assessing operational policing costs, they are somewhat difficult to establish given the variables present in the development of such a force.

In the presentation of material in this Chapter, the following approach is utilized:

- an analysis of the operational cost of the present police service in the Greater Miramichi Area based on 1990 budget estimates.

- an estimation of the operational cost of the proposed regional force expressed in 1990 dollars.

A detailed explanation of calculations utilized in this Chapter are included in Appendix M.

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[32] This chapter only deals with operational costs and not start-up costs. Information on start-up costs can be found in Appendix M.

8.2 COST OF PRESENT POLICE SERVICE

There are four standard indicators that can be developed in a cost analysis of the present police service:

- per capita cost
- police/citizen ratio
- cost per uniformed officer
- support staff ratio

While any one of these indicators alone might result in a misleading analysis, when considered in total, it is possible to draw some basic conclusions as to the cost structure of the present service in its operational setting.

8.2.1 PER CAPITA COST

One method of calculating police costs is that of per capita cost, derived by dividing the total police budget by the number of citizens. This indicator is helpful as a measure of cost increases and decreases year by year in relation to the population served. The weakness of this indicator is that it does not measure the quantity of service provided by the police force.

POLICE FORCE	BUDGET[33]	POPULATION[34]	1990 PER CAPITA COST[35]
Chatham	$800,800	6,700	$120
Newcastle	$884,400	5,800	$152
R.C.M.P.	$612,000	8,200	$ 75
Total area	$2,297,200	20,700	$111

It must be noted that the lower per capita cost in the area served by the R.C.M.P. reflects in part the 30% subsidization of R.C.M.P. service by the Government of Canada in the 1990 budget year.

With a total population of 20,700 and with a total police budget of approximately $2,297,000 the per capita cost in the proposed service area for 1990 is approximately $111.

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[33] The budgets have been rounded to the neared 100.

[34] The population figures given in chapter 6 have been rounded off to the nearest 100.

[35] The per capita cost has been rounded to the nearest dollar.

8.2.2 POLICE/CITIZEN RATIO

The ratio of police to citizens is helpful in the assessment of quantity of police service. This indicator is used in conjunction with per capita cost to overcome the weakness noted above in the per capita cost analysis. The ratio is derived by dividing the number of uniformed officers into the population served by the force.

POLICE FORCE	POPULATION	UNIFORMED OFFICERS	1990 POLICE/ CITIZEN RATIO[36]
Chatham	6,700	14	1/479
Newcastle	5,800	14	1/414
R.C.M.P.	8,200	8[37]	1/1025
Total area	20,700	36	1/575

With a total population of approximately 20,700 and with a total of 36 uniformed officers, the police/citizen ratio in the proposed service area for 1990 is 1/575.

[36] The police/citizen ratios in this table vary from those provided in chapter 3 due to calculation based on population figures rounded off to the nearest 100.

[37] The villages and local service districts of the proposed service area consist of 31.3% of the Newcastle R.C.M.P. Detachment territory. Thirty-one percent of a 24 officer establishment represents 7.5 officers. This has been rounded off to 8.

8.2.3 COST PER UNIFORMED OFFICER

The number of uniformed police officers on a force is used as a common standard to measure the size of a police force. A determination of the annual cost per uniformed officer can then be derived by dividing the total police budget by the number of uniformed officers. The cost per uniformed officer is a helpful indicator as it reflects the relationship between the size of the organization and the cost of providing the service. The weakness of this indicator is that it does not reflect the number of other employees in a police force who provide support service, usually at a cost per individual which is less than that of a uniformed officer.

The costs per uniformed officers in the Greater Miramichi Area are as follows:

POLICE FORCE	BUDGET	UNIFORMED OFFICERS	1990 COST PER UNIFORMED OFFICER[38]
Chatham	$800,800	14	$57,200
Newcastle	$884,400	14	$63,200
R.C.M.P.	$612,000	8	$76,500
Total area	$2,297,200	36	$63,800

With a total number of uniformed officers of 36 and with a total police budget of approximately $2,297,200 the cost per uniformed officer in the proposed service area for 1990 is approximately $63,800.

[38] The cost per uniformed officer has been rounded to the nearest 100.

8.2.4 SUPPORT STAFF RATIO

The ratio of other employees to uniformed officers in a police force is helpful in the assessment of cost effective utilization of appropriate resources for tasks that do not require the attention of a sworn police officer. This indicator is used in conjunction with the cost per uniformed officer to overcome the weakness noted above in the cost per uniformed officer analysis. The ratio is derived by dividing the number of other employees into the number of uniformed officers.

The support staff ratios in the Greater Miramichi Area are as follows:

POLICE FORCE	UNIFORMED OFFICERS	OTHER EMPLOYEES	1990 SUPPORT STAFF RATIO
Chatham	14	1	1/14
Newcastle	14	1.5	1/9
R.C.M.P.	8	1.25	1/6
Total area	36	3.75	1/10

With a total of 3.75 other employees and with a total of 36 uniformed officers, the support staff ratio in the proposed service area for 1990 is 1/10.

8.2.5 SUMMARY

A summary of the four indicators as they relate to police service in the Greater Miramichi Area in 1990 follows:

POLICE FORCE	PER CAPITA COST	POLICE/ CITIZEN RATIO	COST PER UNIFORMED OFFICER	SUPPORT STAFF RATIO
Chatham	$120	1/479	$57,200	1/14
Newcastle	$152	1/414	$63,200	1/9
R.C.M.P.	$ 75	1/1025	$76,500	1/6
Total area	$111	1/575	$63,800	1/10

There are two fundamental problems that can be demonstrated from an examination of the indicators developed above. Both relate to quantity of service.

Firstly, the police/citizen ratio in the area served by the R.C.M.P. is inordinately high. While the individual police/citizen ratios for Chatham and Newcastle are within an acceptable range, the ratio for the entire service area also appears to be high. This analysis is consistent with the conclusions drawn elsewhere in this Study - a combination of the organizational deficiencies inherent in a multiple command structure and the high police/ citizen ratio which exists in respect of the entire service area results in a deficiency of service within the individual service areas as well as in the total service area.

Secondly, with a 1/10 support staff ratio, there is a risk that a percentage of time of the uniformed officers could be either devoted to functions normally performed by other employees or the services are not provided[39]. Thus the level of service which might be expected from the present police/citizen ratio is further reduced.

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[39] For example, the absence of a twenty-four hour dispatch system.

It must be clearly stated that there is no proven formula to determine the optimum police/citizen or support staff ratio for the proposed regional force as local situations require local solutions. Circumstances vary in each police force setting.

However, as seen in the context of present municipal and regional policing in the province, it would appear to be realistic to set a goal of police/citizen ratio between 1/500 and 1/550 for the Greater Miramichi Area.

As illustrated below, this would require from 2 to 5 additional uniformed officers (over the present establishment of 28 municipal officers from Chatham and Newcastle and 8 R.C.M.P. officers) to establish a complement of 38 to 41 uniformed officers.

UNIFORMED OFFICERS	POLICE/CITIZEN RATIO[40]	ADDITIONAL UNIFORMED OFFICERS
36 (present)	1/575	
38	1/545	2
39	1/531	3
40	1/518	4
41	1/505	5

As a general rule, a support staff ratio of 1/4 is regarded as a preferable mix of other employees to uniformed officers. While the present high ratio can be explained in part by reference to an absence of a twenty-four hour staffed communication centre in Chatham and Newcastle and by the partial reliance on external dispatch service by the Newcastle R.C.M.P. Detachment, it is obvious that the present 1/10 ratio cannot be sustained within an effective and efficient regional police force. Thus with a support staff ratio of 1/4, an additional 6.25 other employees will be required to establish a complement of 10 other employees.

It is obvious that the measures which must be taken to improve

[40] The ratio is calculated by dividing the estimated population of 20,700 by the number of officers.

on the service level will have an impact on the estimated operational cost of the proposed regional force. Actual cost savings that might be realized by the amalgamation of the smaller police units cannot be demonstrated given the much greater cost of supplementing the service presently provided in the total area to bring it up to a level acceptable to the parties of a regional policing agreement.

8.3 OPERATIONAL COST OF PROPOSED REGIONAL FORCE

The rationale as presented in this Study for consolidating small police forces underlines the many operational benefits available which can accrue to a larger police force.

These benefits, however, are not a natural by-product of the process of amalgamation. Experience in other jurisdictions has shown that pre-planning and control are essential features of the development process. The opportunities to achieve the benefits may occur only once during the development phase. Corrective action after the fact can be upsetting and costly, and the full potential of the opportunity may never be gained.

Many of the decisions that must be made during the development phase have been noted elsewhere in this Study. However, the staffing process best illustrates that pre-planning and control during the development phase will have a significant effect on the operational cost of the force.

Policing is labour intensive. Salary and benefits account for approximately eighty percent of most police budgets. Thus each increase in complement in addition to the total number of uniformed police officers (36) that presently police the proposed service area must be justified and the return on the investment predicted.

The estimation of total cost of the regional force within the suggested complement range is presented on the next page. The formula by which these estimations are calculated is described in detail in Appendix M. The estimated operational cost of the proposed regional force is calculated in 1990 dollars for ease of

comparison and to avoid the uncertainty of forward cost projections. A support staff ratio of approximately 1/4 is included in the cost calculations (10 employees in all cases).

UNIFORMED OFFICER	ESTIMATED COST IN 1990 DOLLARS[41]	ADDITIONAL COST OVER PRESENT SERVICES[42] IN $ AND %	
38	$2,498,900	$201,700	8.8%
39	$2,556,300	$259,100	11.3%
40	$2,613,600	$316,400	13.8%
41	$2,671,000	$373,800	16.3%

A summary of the four indicators as they relate to the estimated cost of the proposed regional force at the various complement level follows:

UNIFORMED OFFICER	PER CAPITA COST[43]	POLICE/ CITIZEN RATIO	COST PER UNIFORMED OFFICER	SUPPORT STAFF RATIO
38	$121	1/545	$65,761	1/3.8
39	$123	1/531	$65,546	1/3.9
40	$126	1/518	$65,340	1/4
41	$129	1/505	$65,146	1/4.1

[41] The estimated cost is rounded to the nearest 100.

[42] The budget for policing services in the Greater Miramichi Area is $2,297,200 in 1990 dollars.

[43] The per capita cost was calculated by dividing the estimated cost by 20,700, the population of the proposed service area.

A comparison of the four basic indicators[44] utilized above can also be made with those developed from four municipal and two regional forces in the province.

POLICE FORCE	PER CAPITA COST	POLICE/ CITIZEN RATIO	COST PER UNIFORMED OFFICER	SUPPORT STAFF RATIO
Fredericton	$137	1/481	$65,890	1/3.1
Saint John	$171	1/400	$66,607	1/7.1
Bathurst	$136	1/490	$66,490	1/4.5
Edmundston	$130	1/460	$59,732	1/4.5
B.N.P.P.[45]	$ 97	1/534	$51,820	1/15
Rothesay[46]	$ 67	1/930	$62,000	1/3

It is noteworthy to mention the average police/citizen ratio was 1/483 for Canada and 1/581 for New Brunswick in December of 1989[47].

[44] The figures in this table were calculated in the same fashion as described in Appendix M for Chatham and Newcastle.

[45] Beresford, Nigadoo, Petit-Rocher & Pointe Verte Regional Police

[46] Rothesay Regional Police

[47] Statistics Canada (1990) Police Personnel and Expenditures in Canada - 1989. Juristat vol. 10 no. 18. Ottawa: Statistics Canada, Canadian Centre for Justice Statistics.

8.4 CONCLUSION

While the comparison of the proposed regional force with other municipal and regional forces in the province is helpful, in the final analysis the characteristics of the Greater Miramichi Area are unique. Thus, as stated elsewhere in this Chapter, the local situation will dictate the solution to the policing needs of the region. Given the extent of the deficiencies in quantity of service evident under the present arrangement, it is suggested that the estimated cost of a regional force within the suggested complement range is reasonable, given the operational benefits that should be realized under a larger force with a unified command structure. However, it must be emphasized that the final cost of establishing a regional police force in the Greater Miramichi Area will depend on the level of service agreed to by the parties to the regional policing agreement.

CHAPTER 9

RECOMMENDATION AND CRITICAL ISSUES

9.1 RECOMMENDATION

Each municipality of the Greater Miramichi Area is responsible to provide and maintain adequate policing services within its boundaries. The Province has the obligation to provide police protection to the unincorporated area. Therefore, the establishment of a regional police force would require the involvement of the municipalities of the area and the Solicitor General. To meet the desired level of policing:

It is recommended that the Municipalities of Chatham, Newcastle, Douglastown, Loggieville and Nelson-Miramichi and the Solicitor General of New Brunswick enter into an agreement to establish a regional police force for the area of the province described in this Study as the Greater Miramichi Area.

9.2 CRITICAL ISSUES

This Study provides quantitative, qualitative and financial information pertinent to the regionalization of policing services for the Greater Miramichi Area. The Study is not exhaustive nor does it provide detailed planning for the development phase leading to the establishment of a regional police force.

If the communities of the proposed service area and the Province resolve to establish a regional police force, adequate planning is essential for the success of the organization. The development of a regional police force will involve many issues, some relatively simple and others of a more complex nature. A structured approach to the development process will require a significant commitment of time and resources, especially at the initial stage. The energies spent on implementation will be cost-

effective since experience in other jurisdictions has shown that corrective action after the establishment of a regional police force can be upsetting and costly, and the full potential of the opportunity may never be achieved.

It is suggested that the parties to a regional policing agreement establish an Implementation Team with the mandate to develop a strategic plan and to conduct a search for and to recommend the hiring of a Chief of Police. This Team would consist of individuals with the skills for the task, the designate Chief of Police, and a representative from the Department of the Solicitor General. It is expected the Implementation Team will be dissolved with the creation of the joint board of police commissioners on the signing of the regional policing agreement.

The following is a list of critical issues which must be addressed during the development phase in order to achieve success in the establishment of a regional police force. While these issues are not presented in order of priority, an attempt has been made to list them in logical sequence. An experienced Chief of Police will undoubtedly add other critical administrative and operational issues to be addressed during the development of the force.

Issue No. 1

That a cost sharing formula be agreed upon by all parties to the regional policing agreement.

Issue No. 2

That a target date be set for the development of the regional force.

Experience in other jurisdictions indicates that successful implementation is more likely to be achieved with a relatively short but adequate development phase. This period would commence once a cost sharing formula was agreed upon and funding for start-

up costs obtained. The termination of the development phase would be the date the force officially becomes operational.

Issue No. 3

That legal counsel with expertise in labour law be engaged to examine issues arising out of existing collective agreements.

Issue No. 4

That a designate Chief of Police and senior administrative support staff for the regional force be hired at least eight months prior to the establishment of the force with a formal installation and appointment of these officials on the date the force officially becomes operational.

The lead time in regards to the hiring of the Chief of Police and support staff is crucial to obtain full benefit of the expertise and experience that these officials will bring to the development of the force. Also the lead time will allow the Chief to become involved in the collective agreement process and to be a member of the negotiating team. The new collective agreement for the regional force should ensure the Chief retains the right to manage and direct the force as prescribed in the Police Act.

Issue No. 5

That a professional consultant be retained to evaluate and recommend the most cost-effective radio communication system for the region which would include twenty-four hour dispatch and 911 emergency calls.

The establishment of an adequate communication system is essential to the operation of a regional police force. It is very difficult to predict what percentage of the cost of such a system (if it is linked to the 911 system) should be apportioned to the regional force, and what should be apportioned to other essential services in the Greater Miramichi Area. This comment refers both

to the start-up costs as well as to the operational cost of providing twenty hour service. The consultant should be asked to consider the issue of cost apportionment in the context of the evaluation.

Issue No. 6

That the Police Operational Reporting System (PORS) be part of and included in the regional police force reporting system.

Newcastle presently has PORS as its reporting system which would provide the basis for the regional force reporting system.

Issue No. 7

That an assessment of existing facilities and equipment, and an appraisal of the feasibility of utilizing these by a regional police force be completed.

The vehicles and equipment presently held by the Chatham and Newcastle Chatham Police Forces could be consolidated and used subject to the cost sharing formula of the regional policing agreement. The cost of upgrading the existing equipment, the purchase of additional equipment and renovation/construction of a facility would be included as start-up costs and be subject to the cost sharing formula.

Issue No. 8

That a plan of establishment be agreed upon taking into consideration the type and level of policing desired.

It has been noted that the regional force will be staffed from present members and employees of the Chatham and Newcastle Police Forces, plus additional police officer candidates as recommended by the Chief of Police to the joint board. Since the operational success of a regional police will rely on good leadership and administrative skills, all supervisory staff should be carefully

selected. Successful completion of supervisory training courses at an approved Police Academy would be essential for all supervisory staff positions.

Issue No. 9

That the Chief of Police ensure that a clear mission statement is formulated for the force, the type and level of policing be defined, and that a financial plan be drafted detailing start-up costs, operational costs, and long term financial needs.

It is imperative the Chief of Police articulates the purpose of the organization, the means to be utilized to achieve the objectives of the mission and the costs of these means.

Issue No. 10

That the proposed regional police force provide some specialized services.

Provision of specialized services by a regional police force would reduce reliance on the R.C.M.P.. Drug enforcement/awareness, community-based policing, identification, traffic law enforcement, and criminal investigation are the most essential specialized services for a police force servicing a population of approximately 20,700.

Issue No. 11

That consideration should also be given to the utilization of properly trained auxiliary police officers.

Experience in other police agencies has indicated that an auxiliary police complement is an effective and efficient way to supplement existing police resources.

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APPENDIX A

METHODOLOGY

APPENDIX A

METHODOLOGY

A. OBJECTIVE OF STUDY

The objective of this Study is to present sufficient information and analysis to enable elected representatives, both municipal and provincial, to make an informed decision as to whether or not to proceed with the establishment of a Regional Police Force.

B. TIME FRAME

March 1990 - January 1991

C. PROCEDURE

This Study was comprised of five components:

1. Attending meetings with the local Miramichi Regional Police Study Committee (re: Appendix B) to document the concerns and expectations of the residents of the communities included in the proposed service area. In an effort to gain as much insight as possible into the policing concerns of local citizens, the Study Team attended meetings of Citizens Against an Unsafe Environment (C.A.U.S.E.) in Chatham and Newcastle.

2. Literature review on police consolidation.

3. Consultation with various individuals (Appendix C) to gather qualitative and quantitative information on policing issues and to determine logical boundaries for a proposed regional police force.

4. Compilation of available statistics related to policing services in the Greater Miramichi Area.

5. Examination of financial implications of the regionalization of policing services.

D. PROJECT MANAGEMENT

This project was directed by Senior Management of the Department of the Solicitor General including the Executive Director of Policing Services Division.

The project was conducted by the Study Team which consisted of C.J.H. Kilburn, and R.W. Woolaver of the Policing Services Division, Department of the Solicitor General.

The Miramichi Regional Police Study Committee was established to provide liaison between the municipal councils and the Study Team. The membership of the Study Committee is included in Appendix B.

E. CONSTRAINTS

This report examines the feasibility of the establishment of a regional police force for the Greater Miramichi Area. It is not intended to document the implementation process for the establishment of a regional police force.

APPENDIX B

MIRAMICHI REGIONAL POLICE STUDY COMMITTEE &

STUDY TEAM

MIRAMICHI REGIONAL POLICE STUDY COMMITTEE

Peter Murphy:	CHAIRMAN Mayor of Newcastle
Vincent McCarthy:	VICE CHAIRMAN Mayor of Nelson-Miramichi
Ronald Kierstead	SECRETARY/TREASURER Councillor - Douglastown
Rupert Bernard	Mayor of Chatham
Richard Jardine	Councillor - Chatham
Rick Matthews	Councillor - Newcastle
Ken Black	Councillor - Douglastown
Barbara McClenaghan	Councillor - Loggieville
Angela McCormack	Councillor - Loggieville
Walter O'Toole	Councillor - Nelson-Miramichi
Dan Rae	Local representative of the Department of Municipal Affairs

STUDY TEAM

Carmen Kilburn	Policing Services Division Department of the Solicitor General
Robert Woolaver	Policing Services Division Department of the Solicitor General

APPENDIX C

LIST OF INDIVIDUALS CONTACTED FOR STUDY

APPENDIX C

LIST OF INDIVIDUALS CONTACTED FOR STUDY

Armstrong, Chief L.H.	Bathurst City Police
Bell, Chief J.	Chatham Town Police Force
Burns, Rita	Newcastle Town Police Force
Cahoon, Chief G.	Moncton City Police Force
Campbell, Cpl. E.	Newcastle Town Police Force
Carlisle, Chief G.	Fredericton City Police Force
Desrosiers, Sgt. J.	Planning Branch, "J" Division Royal Canadian Mounted Police, Fredericton
Flynn, S/Sgt. J.	Royal Canadian Mounted Police, Ottawa
Foran, D/Chief J.	Chatham Town Police Force
Fortin, Chief R.	Edmunston Town Police Force
Gerard, Cpl. R.	Royal Canadian Mounted Police, Newcastle
Gilks, Keith	Department of Transportation, Province of New Brunswick
Gladney, Chief T.	Rothesay Regional Town Police Force
Huzulak, Chief E.	Beresford, Nigadoo, Petit Rocher, Pointe Verte- Regional Police Force
Mason, Donald	Traffic Engineering Branch, Province of New Brunswick
McKay, Gordon	Canadian Centre for Justice Statistics Statistics Canada, Ottawa
Newton, Chief D.	Newcastle Town Police Force
Ogrodnick, Lucie	Statistics Canada, Ottawa
Palmer, John	Department of Transportation, Province of New Brunswick

Pyne, Larry	Department of Natural Resources, Province of New Brunswick
Rae, Dan	Municipal Services Representative, Newcastle
Rippon, Thomas	British Columbia Police Commission, Vancouver, British Columbia
Robison, John	Fredericton City Manager
Sanford, S/Sgt.G.	Planning Branch, "J" Division Royal Canadian Mounted Police, Fredericton
Savoie, Rheal J.	District Manager, Department of Tourism, Recreation & Heritage, Province of New Brunswick
Simpson, Capt. J.	Canadian Forces Base Chatham
Sipes, J.	Chatham Town Police Force
St. Onge, S/Sgt. B.	Royal Canadian Mounted Police, Newcastle Detachment
Steeves, Alice	Department of Transportation, Province of New Brunswick
Thomas, Brenda	Department of Solicitor General, Province of New Brunswick
Thompson, D/Chief B.	Saint John City Police Force
White, D/Chief J.	Newcastle Town Police Force
Wright, Sharon	Department of Solicitor General, Province of New Brunswick
Wyrus, Kathy	Statistics Agency, Department of Finance, Province of New Brunswick

APPENDIX D

LEGISLATION

POLICE ACT (CHAPTER P-9.2)

2(1) The Lieutenant-Governor in Council may enter into agreements with Canada for the employment of the Royal Canadian Mounted Police to enforce the law and to assist in the administration of justice within the Province.

2(2) Every member of the Royal Canadian Mounted Police and every member of a police force has all the powers, authority, privileges, rights and immunities of a peace officer and constable in and for the Province of New Brunswick, and is *ex officio* an inspector under the *Motor Carrier Act*, a peace officer under the *Motor Vehicle Act*, a game warden under the *Fish and Wildlife Act*, and an industrial fire warden under the *Forest Fires Act*, and each member of and above the rank of corporal may exercise the powers conferred by section 9 of the *Fire Prevention Act*. 1981, c.59, s.2.

2.1 A certificate purporting to be issued and signed by a chief of police to the effect that the person to whom it is issued is a member of a police force or a police officer appointed under this Act is, without proof of the chief of police's appointment, authority or signature, admissible in evidence and is *prima facie* proof of the facts stated therein.

3(1) Every municipality shall be responsible for providing and maintaining adequate police services within such municipality.

3(2) Except where a municipality enters into an agreement as provided in section 4 or 17.1, every municipality shall provide and maintain an adequate police force and shall comply with the provisions of any collective agreement to which it is a party, and is for the purposes of this Act deemed to be the employer of the members of the police force in matters relating to labour relations. 1981, c.59, s.3.

3(3) Where, by reason of the establishment of an enterprise or business or for any other reason, special circumstances or abnormal conditions exist in any area that, in the opinion of the Lieutenant-Governor in Council, render it inequitable that the responsibility for the provision and maintenance of police services be imposed wholly or partially upon a municipality or upon the Province, the Lieutenant-Governor in Council may designate the area as a special area, and may require the person operating the enterprise or business within that area or being the owner of that area, to enter into an agreement

(a) with the Lieutenant-Governor in Council, or

(b) with a municipality,

for the policing of the area and to bear the cost of police services contracted for.

4 A municipality may enter into an agreement

(a) with the Lieutenant-Governor in Council for the policing of the municipality by the Royal Canadian Mounted Police.

(a.1) Repealed.

(b) with the Government of Canada for the policing of the municipality by the Royal Canadian Mounted Police subject to the approval of the Lieutenant-Governor-in-Council, or

(c) with another municipality for the employment of its police force as the police force for that municipality, with the approval of the Commission.

4.1 No municipality shall

(a) establish, abolish or disband a police force,

(b) withdraw from any agreement under which it is policed, or under which it provides policing services to another municipality, or

(c) withdraw from an agreement for the policing of a region,

without the consent in writing of the Minister. 1981, c.59, s.4.

5(1) Where the Lieutenant-Governor in Council determines that a municipality is not discharging its obligations under section 3 or that, for any reason, the police services provided within a municipality are inadequate, the Lieutenant-Governor in Council upon the recommendation of the Commission, may take action to provide what he considers to be adequate police services within that municipality, and the cost of providing such police services is a debt owed to Her Majesty that shall be charged to the municipality and may be deducted from any funds payable from the Province to the municipality or may be recovered by action in any court of competent jurisdiction.

5(2) No action shall be taken under subsection (1) until reasonable notice has been given to the municipality and the municipality has been given reasonable time to answer the allegation.

5(3) Where an area has been designated under subsection 3(3) and the person who is required to enter into an agreement fails to

enter into such agreement, or where, in the opinion of the Lieutenant-Governor in Council, an agreement entered into fails to provide adequate police services to the area, the Lieutenant-Governor in Council, after obtaining the advice of the Commission may take action to provide what he considers to be adequate police services within that area, and the cost of providing such police services is a debt owed to Her Majesty that shall be charged to the person and may be recovered from the person by action in any court of competent jurisdiction.

10(3) The chief of police is the chief executive officer of the police force and shall have all necessary powers to manage and direct the police force to fulfill the responsibility of the municipality to provide and maintain adequate police services in the municipality in accordance with this Act and the regulations.

17.1(1) Any municipality may, with the written consent of the Minister, be a party to an agreement for the policing of a region.

17.1(2) The agreement shall make provision for

(a) the establishment of a board of police commissioners for the region;

(b) administration and bookkeeping;

(c) defining the boundaries of the region to be policed under the agreement, which may include areas outside the limits of any municipality that is a party to the agreement;

(d) the composition of the joint board, which shall consist of

(i) one or more members representing each municipality that is a party to the agreement, at least one of whom shall be a mayor or a councillor and all of whom shall ordinarily reside in the municipality,

(ii) one or more persons ordinarily residing in the region appointed by the Minister,

(iii) the chief of police, *ex officio*, who shall be a non-voting member;

(e) subject to subsection 17.2(5), the appointment of members of the joint board referred to in subparagraph 2(d)(i);

(f) funding the joint board and the police force for the

region, including

(i) the determination of the contribution each party will pay,

(ii) an interim budget, if required,

(iii) a method of approving budgets proposed by the joint board,

(iv) a method of dealing with surplus funds,

(v) a method of dealing with a deficit,

(vi) a method of sharing the debts and other liabilities of the joint board,

(vii) a method of paying funds to the joint board by the parties to the agreement;

(g) the acquisition and disposal of property;

(h) selecting a chairman of the joint board

(i) determining the time and location of meetings of the joint board;

(j) establishing a quorum for meetings of the joint board;

(k) fixing a date for the initial provision of police services under the agreement;

(l) the protection of existing pension and other rights and benefits of members or employees of police forces of municipalities that are parties to the agreement who, by virtue of this Act, will become members or employees of a police force for the region; and in any case of conflict the provisions of any such agreement shall prevail over the provisions of any Act, regulation or agreement relating to such rights or benefits that is in existence at the time the agreement under this section is entered into;

(m) any other matter the Minister requires.

17.1(3) The Minister shall be a party to the agreement if the region to be policed under the agreement includes an area not contained within the limits of any municipality that is a party to the agreement. 1981, c.59, s.14.

17.2(1) Notwithstanding subsection 3(1), where a joint board is

established the joint board shall provide and maintain adequate police services within the region defined in the agreement.

17.2(2) The parties to an agreement establishing a joint board shall budget the necessary money in accordance with the agreement to enable the joint board to provide and maintain an adequate police force, and the joint board shall act in the place of the parties to the agreement in providing the direction and policy required for the police force, within the budget established.

17.2(3) The joint board shall provide

> **(a)** to the parties to the agreement, at intervals set by, the agreement or on the request of one of the parties to the agreement after reasonable notice, or
>
> **(b)** to the Minister of Municipal Affairs on request after reasonable notice,

a financial statement showing the current financial position of the police force as compared with its budget.

17.2(4) A joint board shall establish an accounting system for revenues and expenditures and shall annually appoint an auditor; and the provisions of section 82 of the *Municipalities Act* respecting municipal audits apply *mutatis mutandis* to a joint board and an auditor appointed by a joint board.

17.2(5) An appointment to a joint board shall be for a period of three years and shall be renewable, but when a person appointed to a joint board ceases to maintain his ordinary residence within the municipality or region in respect of which he has been appointed, or, if a mayor or a councillor, ceases to be a mayor or a councillor, the joint board shall declare his position to be vacant, in which case a new appointment shall be made.

17.2(6) A vacancy on a joint board shall not affect its power to act.

17.2(7) Where a member of a joint board is unable to carry out his duties as a member of the joint board by reason of his illness, absence or suspension, the Minister, in the case of a person appointed by him, or the mayor of the municipality in the case of a person appointed to represent the municipality, may designate another person to act as a member of the joint board during the illness, absence or suspension of the member.

17.2(8) A member of a joint board may be dismissed for cause

(a) by the Minister, where the Minister has appointed the member or where the member is a mayor or councillor, or

(b) by the mayor of the municipality which the member represents.

17.2(9) The joint board shall provide a reasonable remuneration for members of the joint board who are not members of a council and may provide for the payment of an allowance to members of the joint board who are members of a council but no remuneration or allowance shall be made to the chief of police as an *ex officio member* of the joint board.

17.2(10) A joint board, on behalf of the parties to the agreement for which it is established and within its budget, may acquire, deal with and dispose of real and personal property, may enter into contract and may sue and be sued, and the parties to the agreement under which the joint board is established are liable jointly and severally for the debts of the joint board arising out of any matter coming within the scope of this Act.

17.2(10.1) Notwithstanding the provisions of this Act relating to the budgets of joint boards, a joint board may, on the guarantee of the municipalities which are parties to the agreement for which it is established, borrow money.

17.2(11) A member of a joint board shall not be personally liable for acts performed in good faith in the performance or intended performance of his duties.

17.2(12) A joint board may make rules consistent with this Act and the regulations for the purpose of performing its responsibilities under this Act, but no rule shall have effect until it is filed with and approved by the Commission.

17.2(13) Any rule made under subsection (12) may be inspected at and a copy obtained from the office of the joint board or of the Commission.

17.2(14) A meeting of the joint board shall be open to the public except where, in the opinion of the joint board, it is not in the public interest. 1981, c.59, s.14; 1985, c.63, s.2.

17.3(1) Where a joint board has been established for a region, the joint board, subject to its budget,

(a) shall appoint a chief of police who shall be responsible directly to the joint board and who shall not be required by the joint board to report to any body or person other than the joint board,

(b) subject to subsection 21(1), shall provide the police force with such accommodation, arms, equipment, clothing and other items as the joint board considers necessary, and

(c) shall appoint police officers to the police force from candidates recommended by the chief of police pursuant to paragraph (2)(a) or may by resolution authorize the chief of police to appoint police officers.

17.3(2) The chief of police on behalf of the joint board

(a) shall recommend to the joint board candidates for appointment as police officers, or where authorized by the joint board, may appoint police officers, and

(b) may employ for the police force such employees as the joint board considers adequate.

17.3(3) The chief of police is the chief executive officer of the police force and shall have all necessary powers to manage and direct the police force to fulfill the responsibility of the joint board to provide and maintain adequate police services in the region in accordance with this Act and the regulations.

17.3(4) Where a police force for a region is established, persons who, immediately prior to the establishment of the police force, were

(a) members of a police force, or

(b) employed to serve a police force,

or a municipality that is a party to the agreement under which the police force for the region is established shall be deemed to be, respectively,

(c) members of the police force for the region and appointed as police officers under this Act, or

(d) employed to serve the police force for the region. 1981, c.59, s.14; 1984, c.54, s.9.

17.4(1) Each year the joint board shall prepare a proposed budget, being an estimate of the money required for the next succeeding fiscal year to provide remuneration for the members and employees of the police force and to provide for the accommodation,

arms, equipment, clothing and all other expenses for the use and maintenance of the police force and the joint board.

17.4(2) The proposed budget shall be forwarded to the parties to the agreement forming the joint board for approval pursuant to the agreement.

17.4(3) Each year by the 15th day of November, the joint board shall submit to the Minister of Municipal Affairs for his approval the budget as approved by the parties to the agreement.

17.4(4) Where the parties to the agreement do not approve the proposed budget the Minister of Municipal Affairs may fix a final budget for the joint board. 1981, c.59, s.14.

17.5(1) The joint board shall be deemed to be the employer of the members and employees of the police force in matters relating to labour relations.

17.5(2) Where, pursuant to subsection 17.3(4) and subsection (1), the joint board becomes the successor employer of a person who was formerly an employee of a municipality that is party to an agreement under which the joint board is established, or of any board formerly acting for such municipality, section 60 of the *Industrial Relations Act* applies *mutatis mutandis*.

17.5(3) Where the members and employees of the police forces of two or more municipalities become the employees of a joint board pursuant to this section and subsection 17.3(4), subsection 60(11) of the *Industrial Relations Act* applies *mutatis mutandis*. 1981, c.59, s.14.

17.6(1) A joint board is liable in respect of a tort committed by a member of the police force in the performance or purported performance of his responsibilities under section 12 in the same manner as a master is liable in respect of a tort committed by his servant in the course of his employment.

17.6(2) A joint board may, in such cases and to such extent as it thinks fit, pay any damages or costs awarded against a member of a police force in respect of a tort committed by him in the performance or purported performance of his responsibilities under section 12, any costs incurred and not recovered by him in any such proceeding and any sum required in connection with the settlement of any claim that has or might have given rise to such proceedings. 1981, c.49, s.14.

17.7(1) Where the Lieutenant-Governor in Council determines that a joint board is not discharging its obligations pursuant to the agreement establishing the same or that, for any reason, the police services provided within a region are inadequate, the Lieutenant-Governor in Council upon recommendation of the Commission may take action to provide what he considers to be adequate police services

within that region and the cost of providing such police services is a debt owed to Her Majesty that shall be charged to the parties to the agreement, for which they are liable jointly and severally, and may be deducted from any funds payable from the Province to the parties to the agreement or may be recovered by action in any court of competent jurisdiction.

17.7(2) No action shall be taken under subsection (1) until reasonable notice has been given to the joint board and the joint board has been given reasonable time to answer the allegation. 1981, c.59, s.14.

"Board" means the Industrial Relations Board established under this Act;

60(1) In this section

"business" includes a part or parts thereof;

"sells" includes leases, transfers and any other manner of disposition, and "sold" and "sale" have corresponding meanings.

60(2) Where an employer who is bound by or is a party to a collective agreement with a trade union or council of trade unions sells his business, the person to whom the business has been sold is, until the Board otherwise declares, bound by the collective agreement as if he had been a party thereto and, where an employer sells his business while an application for certification or termination of bargaining rights to which he is a party is before the Board, the person to whom the business has been sold is, until the Board otherwise declares, the employer for the purposes of the application as if he were named as the employer in the application.

60(3) Where an employer on behalf of whose employees a trade union or council of trade unions, as the case may be, has been certified as bargaining agent or has given or is entitled to give notice under section 32, sells his business, the trade union or council of trade unions continues, until the Board otherwise declares, to be the bargaining agent for the employees of the person to whom the business was sold in the like bargaining unit in that business, and the trade union or council of trade unions is entitled to give to the person to whom the business was sold a written notice of its desire to bargain with a view to making a collective agreement and such notice has the same effect as a notice under section 32.

60(4) Where a business was sold to a person and a trade union or council of trade unions was the bargaining agent of any of the employees in such business, or a trade union or council of trade unions is the bargaining agent of the employees in any business carried on by the person to whom the business was sold, and

(*a*) any question arises as to what constitutes the like bargaining unit referred to in subsection (3), or

(*b*) any person, trade union or council of trade unions claims that, by virtue of the operation of subsection (2) or (3), a conflict exists between the bargaining rights of the trade union or council of trade unions that represented the employees of the predecessor employer and the trade union or council of trade unions that represents the employees of the person to whom the business was sold, or between collective agreements,

the Board may, upon the application of any person, trade union or council of trade unions concerned,

(*c*) define the composition of the like bargaining unit referred to in subsection (3) with such modification, if any, as the Board deems necessary,

(*d*) amend, to such extent as the Board deems necessary, any bargaining unit in any certificate issued to any trade union or any bargaining unit defined in any collective agreement, and

(*e*) declare which collective agreement, if any, shall continue in force and to what extent it shall continue in force and which collective agreement, if any, shall terminate.

60(5) The Board may, upon the application of any person, trade union or council of trade unions concerned, made within ninety days after the successor employer referred to in subsection (2) becomes bound by the collective agreement, or within ninety days after the trade union or council of trade unions has given a notice under subsection (3), terminate the bargaining rights of the trade union or council of trade unions bound by the collective agreement or that has given notice, as the case may be, if, in the opinion of the Board, the person to whom the business was sold has changed its character so that it is substantially different from the business of the predecessor employer.

60(6) Notwithstanding subsections (2) and (3), where a business was sold to a person who carries on one or more other businesses and a trade union or council of trade unions is the bargaining agent of the employees in any of the businesses and such person intermingles the employees of one of the businesses with those of another of the businesses, the Board may, upon the application of any person, trade union or council of trade unions concerned,

(*a*) declare that the person to whom the business was sold is no longer bound by the collective agreement referred to in subsection (2),

(*b*) determine whether the employees concerned constitute one or more appropriate bargaining units,

(*c*) declare which trade union, trade unions or council of trade unions, if any, shall be the bargaining agent or agents for the employees in such unit or units,

(*d*) amend, to such extent as the Board deems necessary, any certification issued to any trade union or any bargaining unit defined in any collective agreement, and

(*e*) declare which collective agreement, if any, shall continue in force and to what extent it shall continue in force and which collective agreement, if any, shall terminate.

60(7) Where a trade union or council of trade unions is declared to be the bargaining agent under subsection (6) and it is not already bound by a collective agreement with the successor employer with respect to the employees for whom it is declared to be the bargaining agent, it is entitled to give to the employer a written notice of its desire to bargain with a view to making a collective agreement, and such notice has the same effect as a notice under section 32.

60(8) Before disposing of any application under this section, the Board may make or cause to be made such examination of records or other inquiries, including the holding of hearings, as it deems necessary, or take or supervise the taking of such votes as it deems necessary, and the Board may prescribe the nature of the evidence to be furnished to the Board.

60(9) Where an application is made under this section, an employer is not required, notwithstanding that a notice has been given by a trade union or council of trade unions, to bargain with that trade union or council of trade unions concerning the employees to whom the application relates until the Board has disposed of the application and has declared which trade union or council of trade unions, if any, has the right to bargain with the employer on behalf of the employees concerned in the application.

60(10) For the purposes of sections 10, 11, 23, 24, 30 and 42, a notice given by a trade union or council of trade unions under subsection (3) or a declaration made by the Board under subsection (6) has the same effect as a certification under section 14.

60(11) Where under the *Municipalities Act* two or more municipalities are amalgamated, the employees of such municipalities shall be deemed to have been intermingled, and in such case or where, as a result of the decrement of one municipality related to an annexation to another municipality, there is an intermingling of one or more employees of one municipality with the employees of the other,

(a) the Board may exercise the like powers as it may exercise under subsections (6) and (8) with respect to the sale of a business under this section,

(b) the new or enlarged municipality has the like rights and obligations as a person to whom a business is sold under this section and who intermingles the employees of one of his businesses with those of another of his businesses, and

(c) any trade union or council of trade unions concerned has the like rights and obligations as it would have in the case of the intermingling of employees in two or more businesses under this section.

60(12) Subject to subsection (11), where under the *Municipalities Act* a village or town is incorporated as a town or city, as the case may be, or the boundaries of a municipality are enlarged by an annexation or decreased by a decrement, the municipality created by such incorporation, annexation or decrement is for the purposes of this Act the same person as the municipality that existed before such incorporation, annexation or decrement.

60(13) Where, on any application under this section or in any other proceeding before the Board, a question arises as to whether a business has been sold by one employer to another, the Board shall determine the question and its decision thereon is final and conclusive for the purposes of this Act.

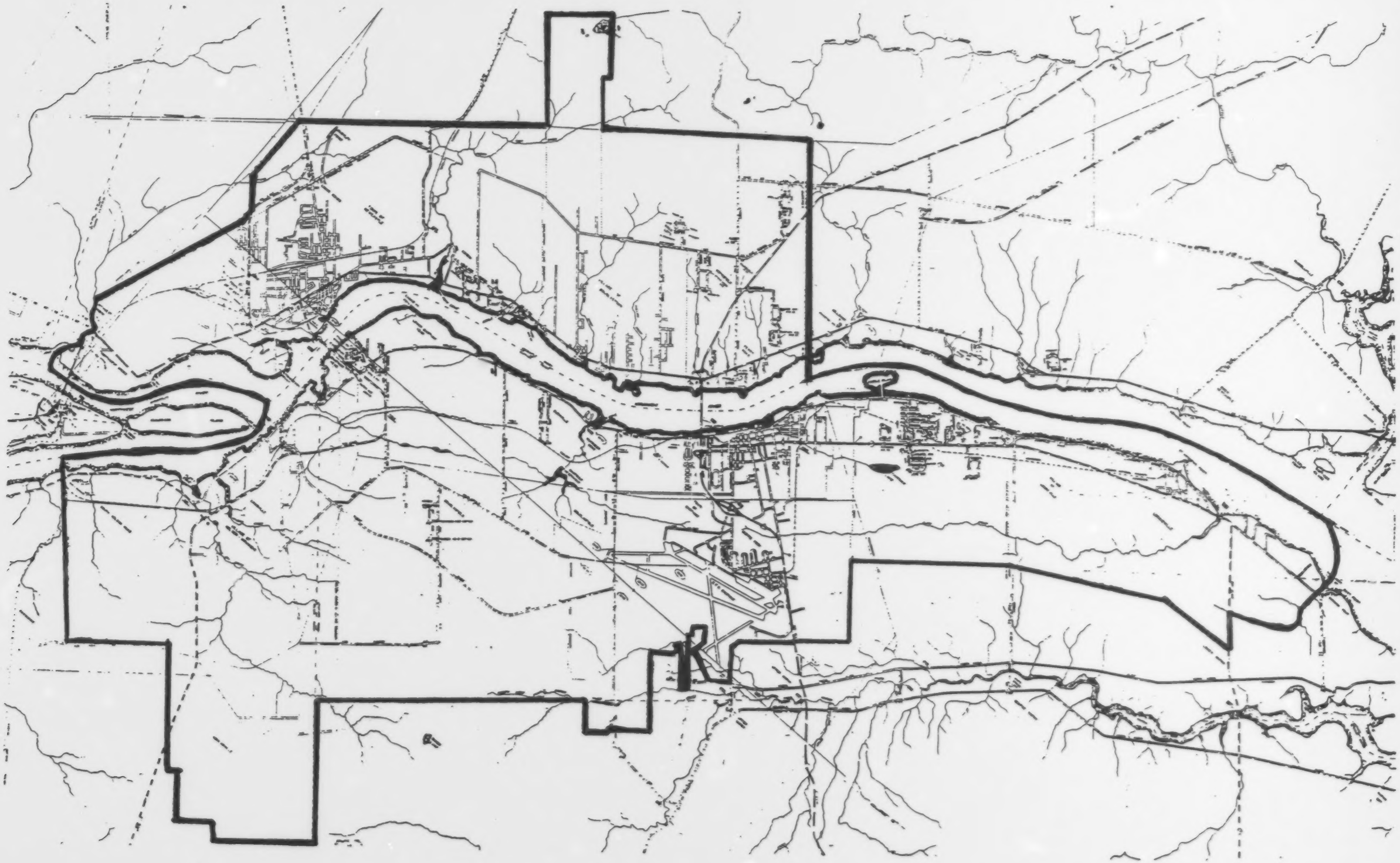
60(14) This section does not apply in respect of the sale of business before April 1, 1972, and, where a question arises as to whether a business has been sold by one employer to another for purposes of the application of this subsection, the Board shall determine the question and its decision thereon is final and conclusive. 1971, c.9, s.61.

APPENDIX E

MAP OF THE PROPOSED SERVICE AREA

APPENDIX E

MAP OF PROPOSED SERVICE AREA



APPENDIX F

SERVICE AREA/POPULATION/ROAD DISTANCE

APPENDIX F

TABLE F1

GREATER MIRAMICHI AREA

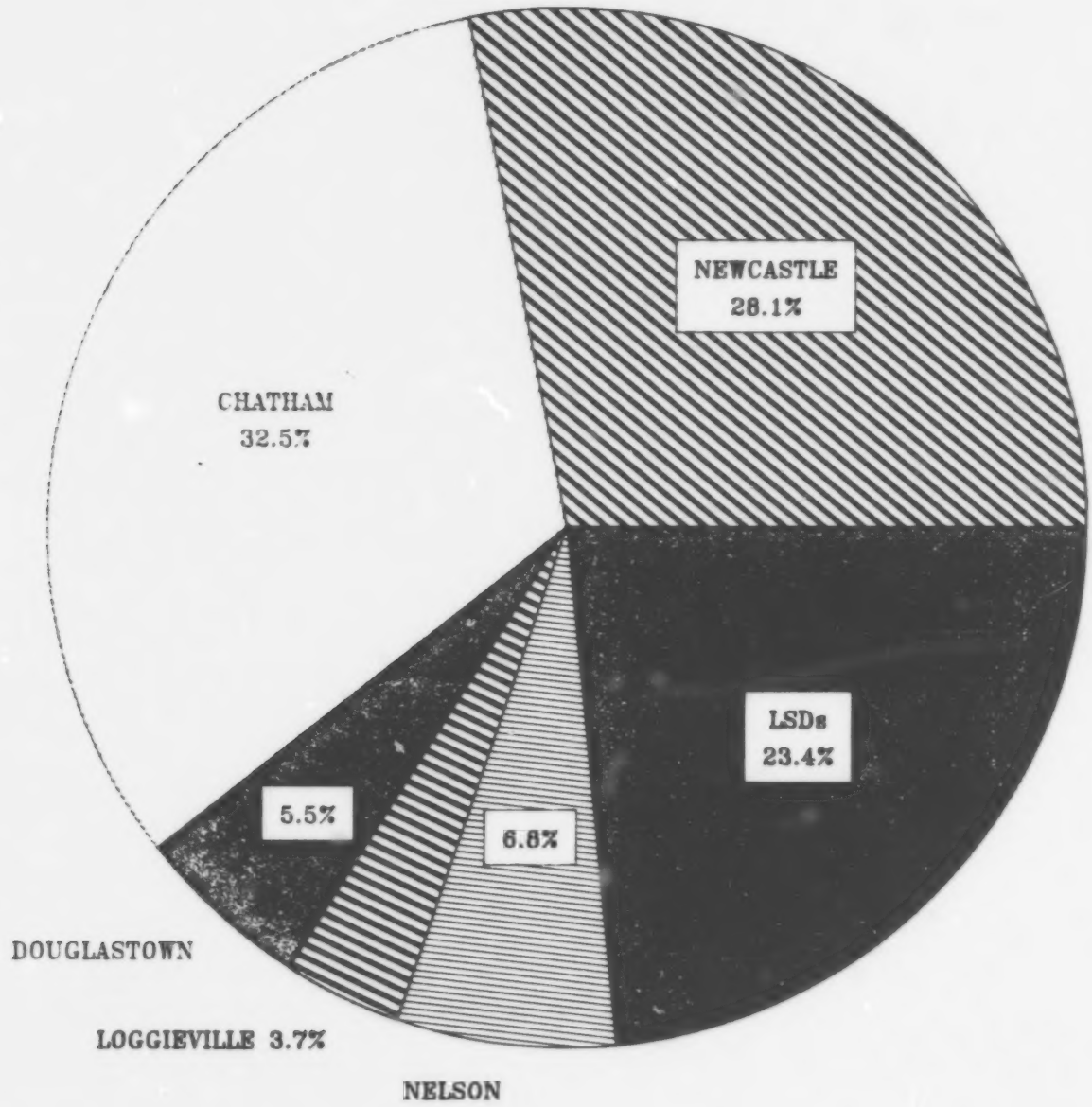
SERVICE AREA/POPULATION/ROAD DISTANCE

	SQUARE KM.	POPULATION	KM.
TOWNS			
Town of Chatham[1]	21.4	6,719	57.4
Town of Newcastle	14.0	5,804	60.9
Sub Total	35.4	12,523	118.3
VILLAGES			
Village of Douglastown	10.1	1,133	18.3
Village of Loggieville	11.7	764	17.7
Village of Nelson-Miramichi	26.2	1,407	27.9
Sub Total	48.0	3,304	63.9
LOCAL SERVICE DISTRICTS			
Sub Total	64.6	4,847[2]	70.0
GRAND TOTAL	148.0	20,674	252.2

[1] This service area includes CFB Chatham due to the recent annexation.

[2] The population of the partial local service districts recommended for the proposed service area was estimated by multiplying the 1986 Census average number of individuals by household and the number of households in the portion of the local service districts.

FIGURE F1
GREATER MIRAMICHI AREA
POPULATION



APPENDIX G

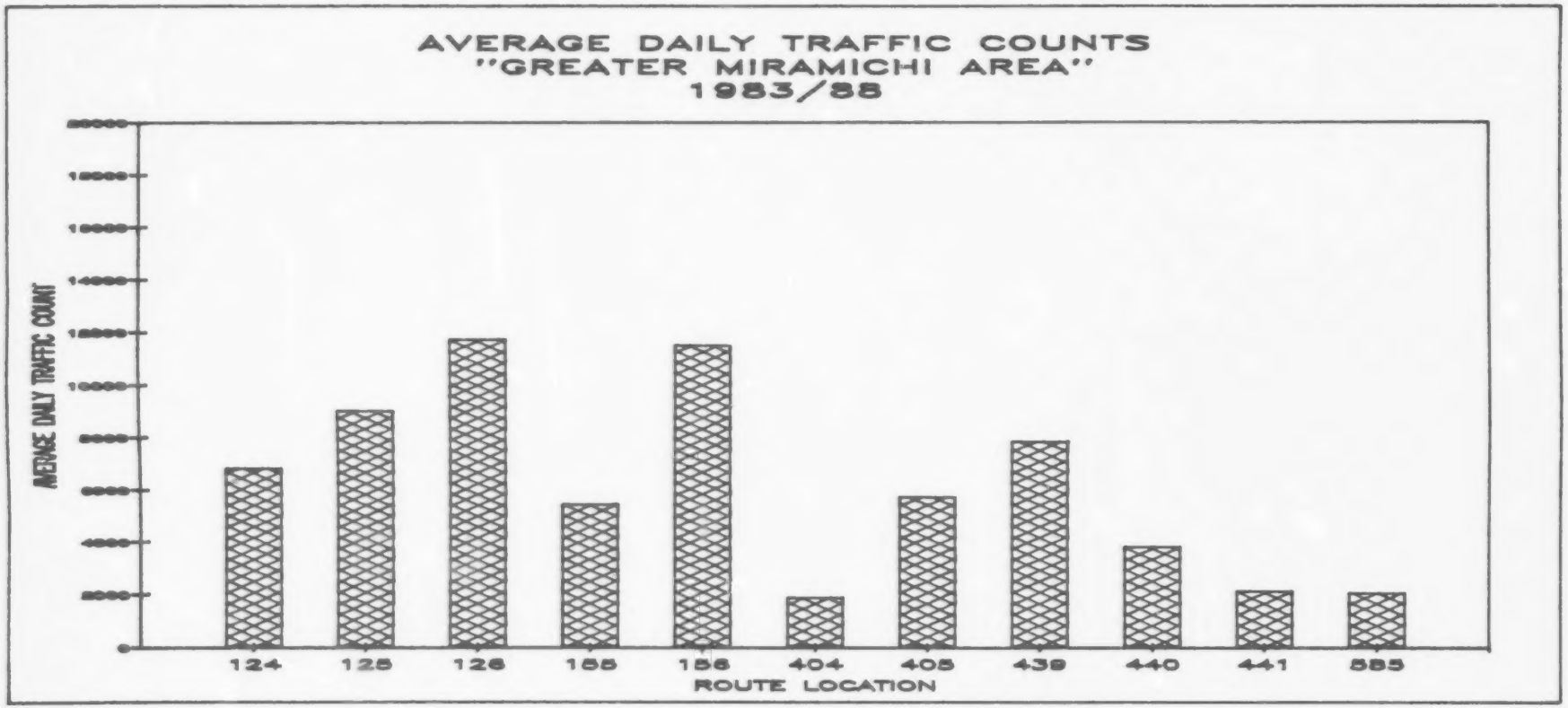
TRAFFIC COUNTS

TABLE G1
AVERAGE DAILY TRAFFIC COUNTS
GREATER MIRAMICHI AREA
1983-1988

#RTE	LOCATION	COMMUNITY	1983	1984	1985	1986	1987	1988
008	Between Jane St. & George St.	Newcastle	5750	-	6610	-	8140	-
008	Between French Fort Brook & Bannon Rd.	Nordin	8460	-	9590	-	-	-
008	Between Nothumberland Square Mall & Rte 11-UP F28	Douglastown	-	-	-	-	11730	-
011	Between University Av-UP C35 & From Rte. 117	Chatham	5110	-	5060	-	6170	-
011	At Miramichi River Br-C30 (Centennial Bridge)	Chatham	-	13000	10250	-	11220	-
117	Between Tyrrells Point Rd. & Honey Rd.	Taint-Ville	-	1790	-	1930	-	1970
117	Between Harper Rd. & Dickson Dr.	Bushville	-	4960	-	5720	-	6500
126	Between Miramichi River Br-N24 & Fraser St	Chatham Head	-	7230	7280	7940	-	8940
126	Between Rd To Pulp Mill & Rte 118	Nelson-Miramichi	-	3240	-	4020	-	4190
126	Between Nowlandville Rd & Barnaby River Rd	Nelson-Miramichi	-	2000	-	2270	-	-
430	Between Brown St & Chaplin Island Rd	Newcastle	-	-	-	-	-	2060

Source: Figures provided by the Department of Transportation. Devices for data collection are set up in selected locations every year. Therefore, data is not available for each sites every year.

FIGURE G1

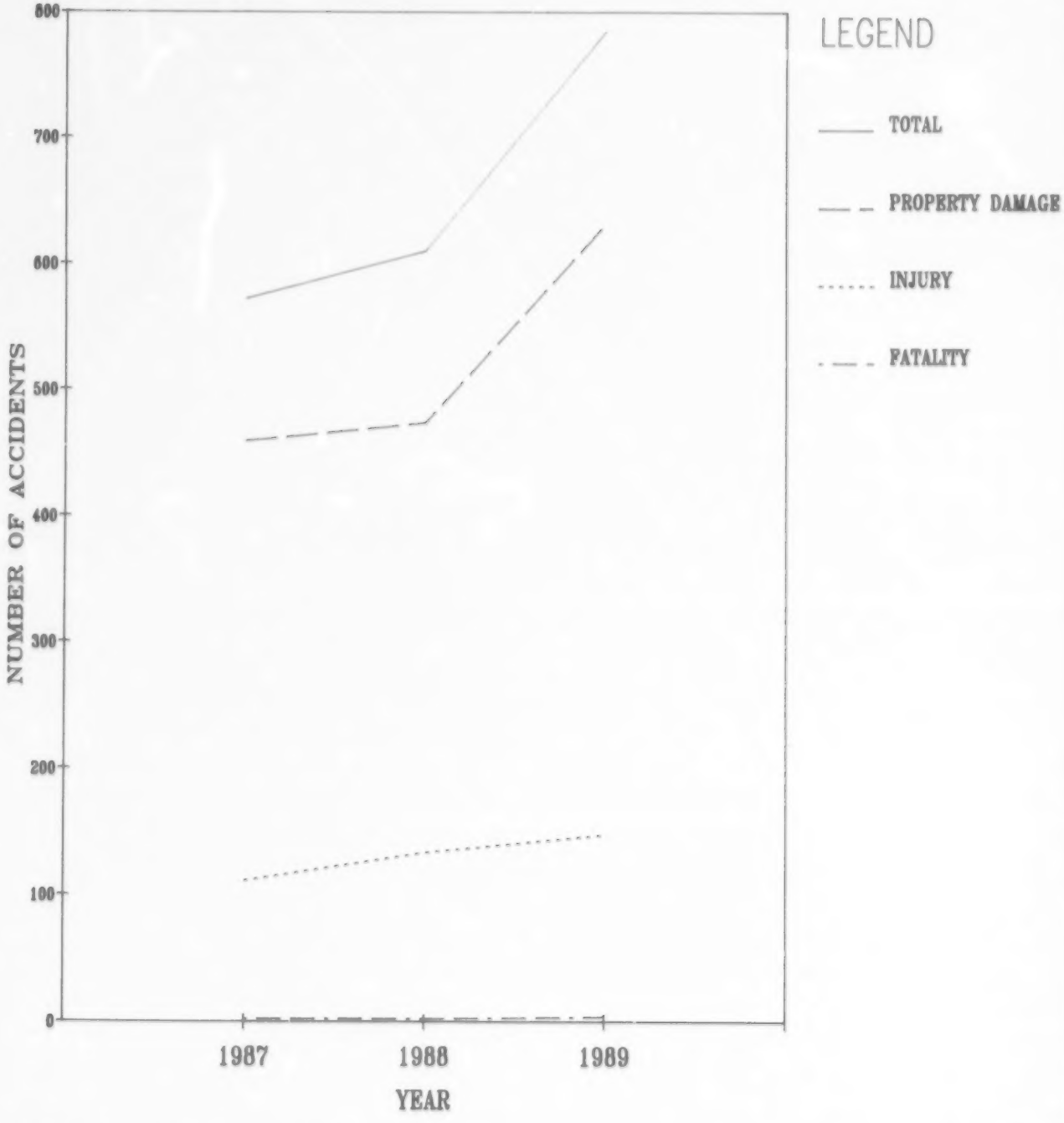


Record#	RTE	LOCATION	COMMUNITY	Y1983	Y1984	Y1985	Y1986	Y1987	Y1988
124	008	BETWEEN JANE ST & GEORGE ST	NEWCASTLE	5750	0	6610	0	8140	0
125	008	BETWEEN FRENCH FORT BROOK & BANNON RD	NORDIN	8460	0	9590	0	0	0
126	008	BETWEEN NORTHUMBERLAND SQUARE MALL & RTE 11-UP F28	DOUGLASTOWN	0	0	0	0	11730	0
155	011	BETWEEN UNIVERSITY AVE-UP C35 & FROM RTE 117	CHATHAM	5110	0	5060	0	6170	0
156	011	AT MIRAMICHI RIVER BR-C30 (CENTENNIAL BRIDGE)	CHATHAM	0	13000	10250	0	11220	0
404	117	BETWEEN TYRRELLS POINT RD & HONEY RD	TAINT-VILLE	0	1790	0	1930	0	1970
405	117	BETWEEN HARPER RD & DICKSON DR	BUSHVILLE	0	4960	0	5720	0	6500
439	126	BETWEEN MIRAMICHI RIVER BR-N24 & FRASER ST	CHATHAM HEAD	0	7230	7280	7940	0	8940
440	126	BETWEEN RD TO PULP MILL & RTE 118	NELSON-MIRAMICHI	0	3240	0	4020	0	4190
441	126	BETWEEN NOWLANDVILLE RD & BARNABY RIVER RD	NELSON-MIRAMICHI	0	2000	0	2270	0	0
585	430	BETWEEN BROWN ST & CHAPLIN ISLAND RD	NEWCASTLE	0	0	0	0	0	2060

APPENDIX H

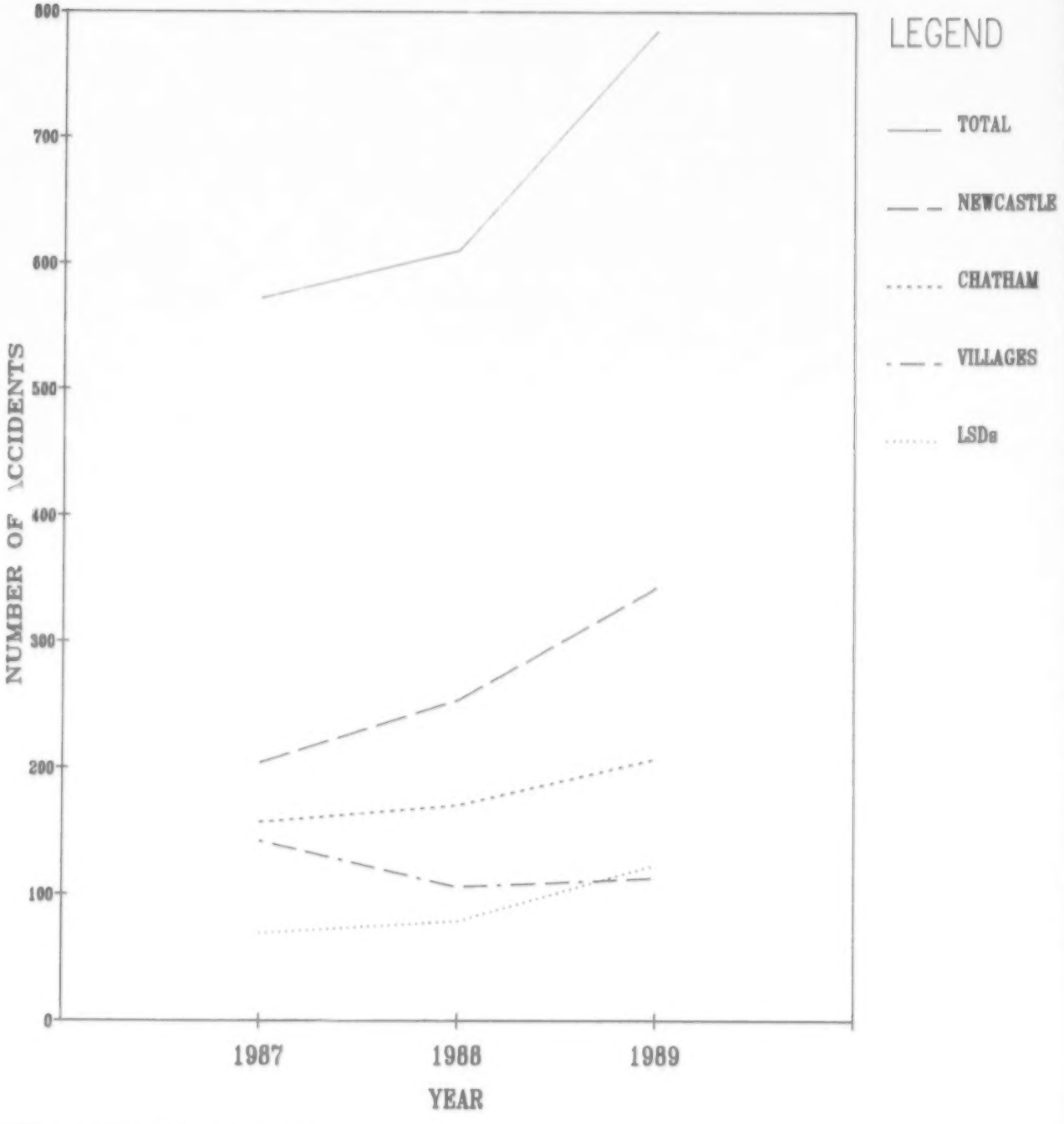
MOTOR VEHICLE ACCIDENTS

FIGURE H1
GREATER MIRAMICHI AREA
TYPE OF ACCIDENTS
1987-1989



SOURCE: N.B. DEPARTMENT OF TRANSPORTATION

FIGURE H2
GREATER MIRAMICHI AREA
NUMBER OF ACCIDENTS BY LOCATION
1987-1989



SOURCE: N.B. DEPARTMENT OF TRANSPORTATION

APPENDIX I

REPORTED OCCURRENCES

APPENDIX I

TABLE I2

GREATER MIRAMICHI AREA

TYPE OCCURRENCES REPORTED

1988-1989[4]

TYPE OF OCCURRENCES	1988	1989	INCREASE/ (DECREASE)
Criminal Code	2,056	2,065	.4%
Other Federal Statutes[5]	64	50	(22%)
Provincial Statues	2,251	3,569	59%
By-Laws[6]	808	506	(37%)
Assistance to General Public	4,975	5,268	6%
TOTAL	10,154	11,458	13%

[4] In 1989, the R.C.M.P. became responsible for highway patrol responsibilities in the province which would explain some increases in occurrences. In 1988, the Douglastown N.B.H.P. received an estimated 584 calls for services from the Greater Miramichi Area (31.3% of 1,865, table II - N.B.H.P Annual Statistical Report, 1988). If these 584 calls for services are added to the 1988 total, the Greater Miramichi Area experienced a 6.7% increase in occurrences in 1989. The major criminal events of 1989 could have contributed to this increase in calls for services.

[5] It is the responsibility of the R.C.M.P. to enforce federal legislation apart from the Criminal Code. Therefore, only the Newcastle R.C.M.P. Detachment reported some occurrences under Other Federal Statutes in the Greater Miramichi Area.

[6] The R.C.M.P. does not enforce municipal by-laws. Therefore, the decrease originated in Chatham and Newcastle.

APPENDIX I

TABLE I1

GREATER MIRAMICHI AREA

REPORTED OCCURRENCES BY LAW ENFORCEMENT AGENCY

1988-1989

POLICE FORCE	1988	1989	INCREASE/ (DECREASE)
Chatham	5,150	6,033	17%
Newcastle	3,635	2,599	(29%)
R.C.M.P.[3]	1,369	2,826	106%
TOTAL	10,154	11,458	13%

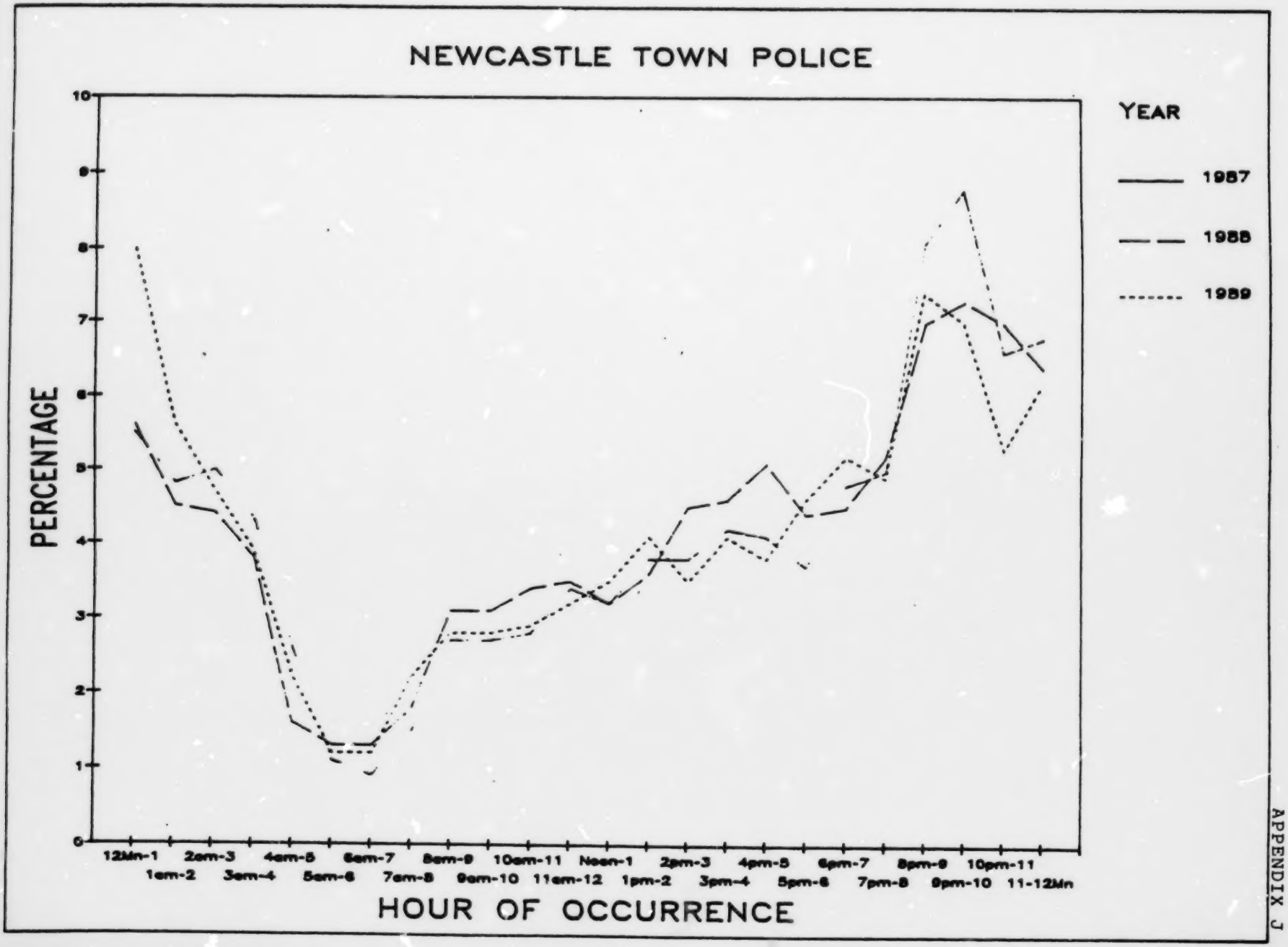
[3] The R.C.M.P defines occurrences as all calls for services, including assistance to other law enforcement agencies. In 1989, the R.C.M.P. became responsible for highway patrol responsibilities in the province which would explain some increases in occurrences. In 1988, the Douglastown N.B.H.P. received an estimated 584 calls for services from the Greater Miramichi Area (31.3% of 1,865, table II - N.B.H.P Annual Statistical Report, 1988). If these 584 N.B.H.P. calls for services are added to the number of R.C.M.P. occurrences, the LSDs and villages in the Greater Miramichi Area still experienced a noticeable increase (45%) in occurrences. If these 584 calls for services are added to the 1988 total, the Greater Miramichi Area experienced a 6.7% increase in occurrences in 1989. The major criminal events of 1989 could have contributed to this increase in calls for services.

APPENDIX J

CHATHAM & NEWCASTLE

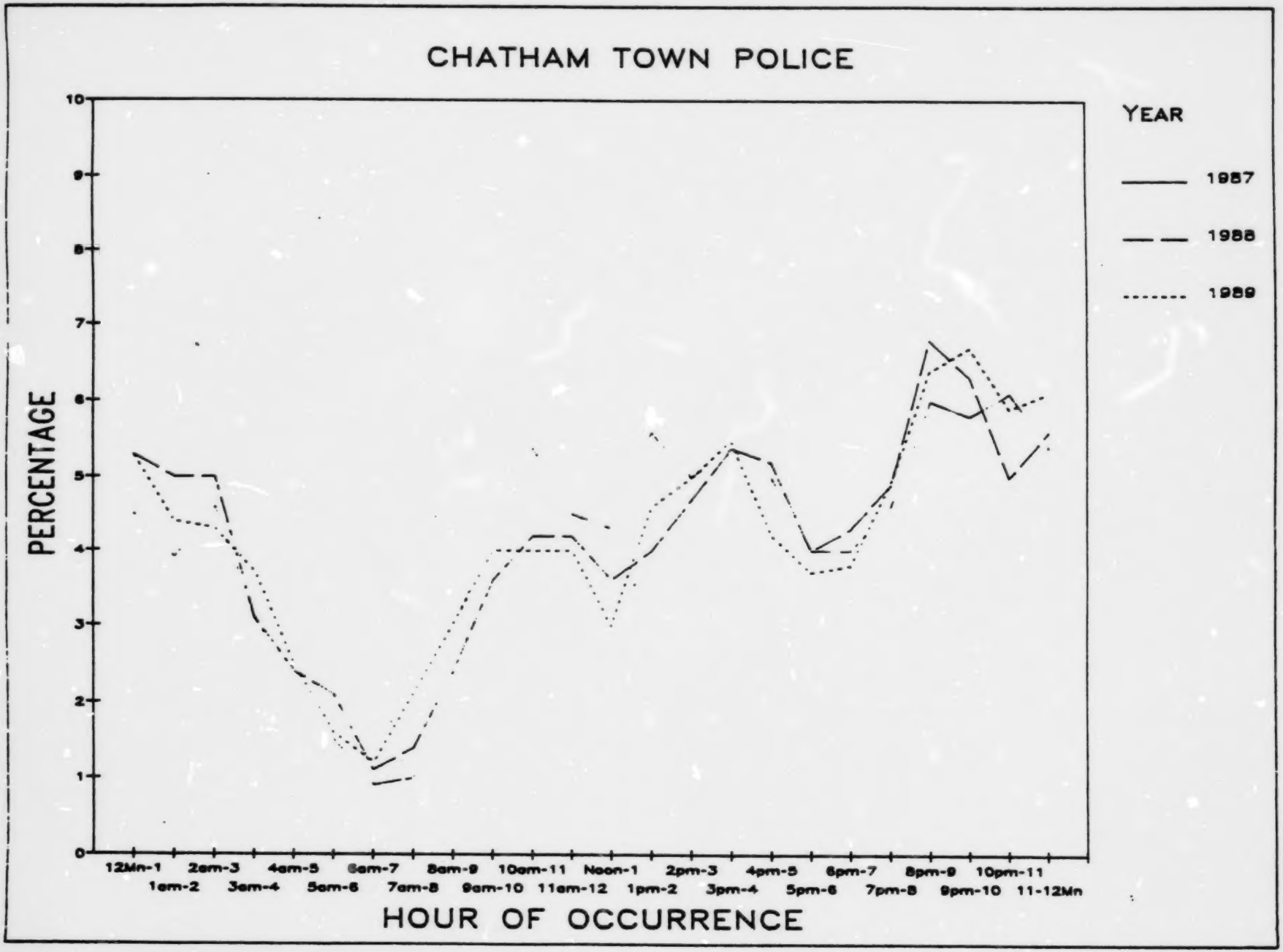
HOUR OF OCCURRENCES

FIGURE J2



APPENDIX J

FIRURE J1



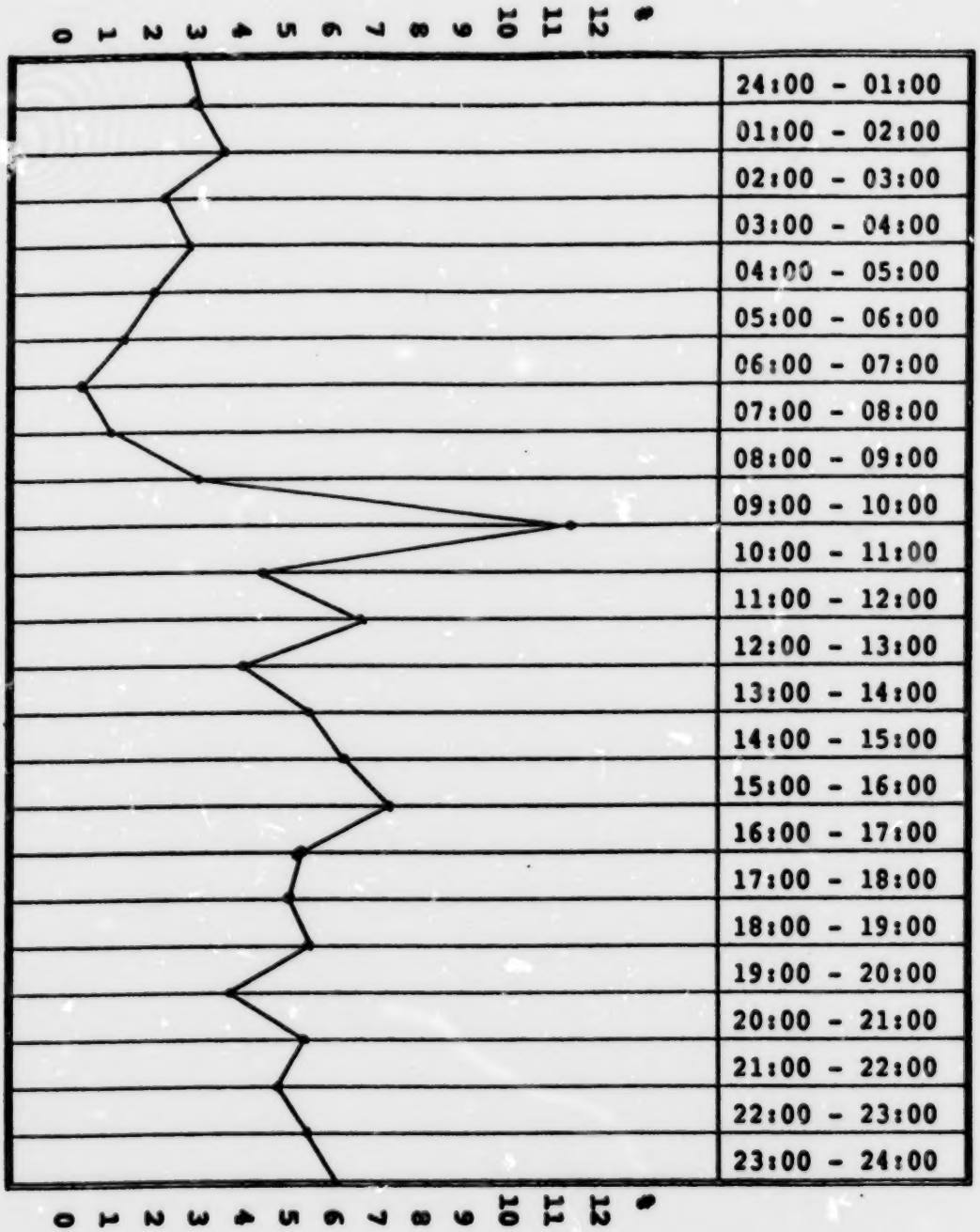
APPENDIX J

APPENDIX K

R.C.M.P. NEWCASTLE DETACHMENT

PROPORTIONAL DISTRIBUTION OF MANPOWER

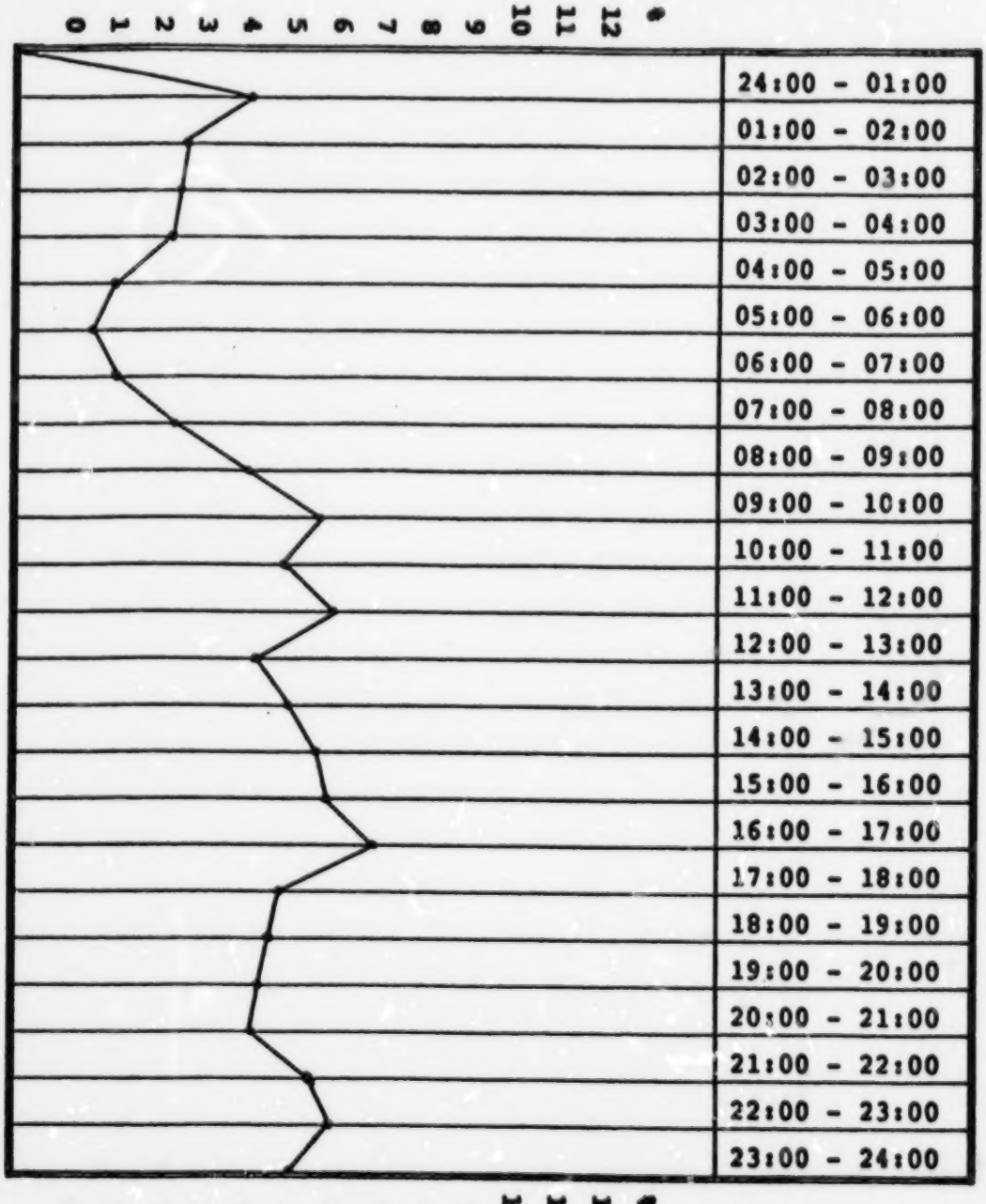
FIGURE K1
NEWCASTLE R.C.M.P. DETACHMENT
PROPORTIONAL DISTRIBUTION OF MANPOWER (PDM)[18]
1985[19]



[18] The P.D.M. provides the percentage of calls received by hour and not the percentage of incidents occurring at a given time. In 1985, the Newcastle R.C.M.P. Detachment received the highest percentage of calls between 900 and 1000 hours.

[19] The last P.D.M. available for the Newcastle R.C.M.P. Detachment was in 1985.

FIGURE K2
NEWCASTLE R.C.M.P. HIGHWAY PATROL
PROPORTIONAL DISTRIBUTION OF MANPOWER (PDM)[20]
1989[21]



[20] The P.D.M. provides the percentage of calls received by hour and not the percentage of incidents occurring at a given time.

[21] The last P.D.M. available for the Newcastle R.C.M.P. Detachment was in 1985. This P.D.M. is for the Newcastle R.C.M.P. Highway Patrol. As demonstrated in this figure, the number of calls peak between 0900 and 1300 hours, 1600 and 1800 hours, and 2400 and 0100 hours.

APPENDIX L

UNIFORM CRIME REPORT

APPENDIX L

TABLE L1

CHATHAM POLICE FORCE

UCR OFFENCES[7]

1987-1989

	1987		1988		1989	
	NO.	%	NO.	%	NO.	%
Criminal Code	698	85.7	913	83.2	662	73.9
Other Federal Statutes	4	0.5	2	0.2	11	1.2
Liquor Control Act	112	13.7	182	16.6	221	24.7
Other Provincial Statutes[8]	-	-	-	-	-	-
Municipal By-Laws[9]	1	0.1	-	-	2	0.2
TOTAL	815	100.0	1,097	100.0	896	100.0

Source: Uniform Crime Reporting Survey
Canadian Centre for Justice Statistics
Law Enforcement Program

[7] The offences in this table represent the number of ACTUAL OFFENCES as reported by the Canadian Centre for Justice Statistics. The reported offences to a police force are subject to a preliminary investigation to determine the validity of the report. Reported offences that were assessed as unfounded (did not occur or not attempted) after the preliminary investigation are not included in these figures.

[8] OTHER PROVINCIAL STATUTES include violations to the Securities Act, Family Services Act, Schools Act and Health Act. Traffic violations are excluded.

[9] MUNICIPAL BY-LAWS include all reported offences except traffic infractions.

APPENDIX L

TABLE L2

NEWCASTLE POLICE FORCE

UCR OFFENCES[10]

1987-1989

	1987[11]		1988		1989	
	NO.	%	NO.	%	NO.	%
Criminal Code			683	71.9	514	63.1
Other Federal Statutes			3	0.3	1	.1
Liquor Control Act			255	26.9	291	35.7
Other Provincial Statutes[12]			7	0.7	8	1.0
Municipal By-Laws[13]			2	0.2	1	0.1
TOTAL			950	100.0	815	100.0

Source: Uniform Crime Reporting Survey
Canadian Centre for Justice Statistics
Law Enforcement Program

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[10] The offences in this table represent the number of ACTUAL OFFENCES as reported by the Canadian Centre for Justice Statistics. The reported offences are subject to a preliminary investigation to determine the validity of the report. Reported offences that were assessed as unfounded (did not occur or not attempted) after the preliminary investigation are not included in these figures.

[11] The Newcastle Municipal Police did not submit statistics to the Canadian Centre for Justice Statistics in 1987.

[12] OTHER PROVINCIAL STATUTES include violations to the Securities Act, Family Services Act, Schools Act and Health Act. Traffic violations are excluded.

[13] MUNICIPAL BY-LAWS include all reported offences except traffic infractions.

APPENDIX L

TABLE L3

NEWCASTLE R.C.M.P. DETACHMENT[14]

UCR OFFENCES[15]

1987-1989

	1987		1988		1989	
	NO.	%	NO.	%	NO.	%
Criminal Code	1,249	78.7	1,113	73.7	1,202	69.2
Other Federal Statutes	63	4.0	41	2.7	28	1.6
Liquor Control Act	256	16.1	337	22.3	408	23.5
Other Provincial Statutes[16]	19	1.2	20	1.3	100	5.7
Municipal By-Laws[17]	-	-	-	-	-	-
TOTAL	1,587	100.0	1,511	100.0	1,738	100.0

Source: Uniform Crime Reporting Survey
Canadian Centre for Justice Statistics
Law Enforcement Program

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[14] The figures are for the area policed by the Newcastle R.C.M.P. Detachment (from Baie Ste. Anne/Escuminac on the east coast to Renous on the west boundary).

[15] The offences in this table represent the number of ACTUAL OFFENCES as reported by the Canadian Centre for Justice Statistics. The reported offences are subject to a preliminary investigation to determine the validity of the report. Reported offences that were assessed as unfounded (did not occur or not attempted) after the preliminary investigation are not included in these figures.

[16] OTHER PROVINCIAL STATUTES include violations to the Securities Act, Family Services Act, Schools Act and Health Act. Traffic violations are excluded.

[17] MUNICIPAL BY-LAWS include all reported offences except traffic infractions.

APPENDIX M

FINANCIAL CALCULATIONS

FINANCIAL CALCULATIONS

CHATHAM AND NEWCASTLE - 1990 BUDGET

The police budgets of Chatham and Newcastle provide the most accurate data on 1990 policing costs. In order to establish a common base for comparison, only the costs directly attributable to the operation of a police force are normally considered. Accordingly, the budgeted cost of the school patrol programme in Chatham has been deducted. It is also an accepted practice to deduct the cost of accommodation of police forces because of the different municipal arrangements that occur. For example, accommodation can be provided free of charge by a municipality, can be leased or, in the case of a new police building, the debt load can be carried in another section of the municipal budget.

The revisions to the two police budgets are as follows:

	CHATHAM	NEWCASTLE	TOTAL
1990 Total Budget	$833,854	$930,473	$1,764,327
Less - accommodation	14,770	46,108	60,878
- school patrol	18,346	--	18,346
TOTAL COMPARABLE BUDGET	$800,738	$884,365	$1,685,103

It is noted that similar revisions have been made to arrive at a common cost base for the four municipal and two regional force presented for purpose of comparison in chapter 8.

THE R.C.M.P. COMPONENT - 1990 BUDGET

To estimate the present cost of R.C.M.P. service within the Greater Miramichi Area, the population within both the incorporated and unincorporated areas of the region is multiplied by $75, the 1990 per capita rate charged to the incorporated areas. This estimation is based on the assumption that $75 represents close to full provincial cost recovery for R.C.M.P. service to the municipalities and that both the incorporated and unincorporated areas receive a similar level of service. Thus the police budget for R.C.M.P. service within the Greater Miramichi Area for 1990 is estimated to be $612,000.

ESTIMATED COST OF REGIONAL FORCE IN 1990 DOLLARS

The following calculations are utilized in the estimation of the cost of a regional force in 1990 dollars.

The revised police budgets are divided into two main elements:
(1) salaries and benefits; and
(2) the operational costs of policing, expressed as a percentage of salaries and benefits.

	CHATHAM	NEWCASTLE	COMBINED
SALARIES AND BENEFITS			
Officers (28)	$649,068	$674,556	$1,323,624
Support Staff (2)	25,741	26,879	52,620
Part-Time Support Staff (1)		12,500	12,500
TOTAL SALARIES AND BENEFITS	674,809	713,935	1,388,744
OPERATIONAL COSTS	125,929	170,430	296,359
TOTAL COMPARABLE BUDGET	**$800,738**	**$884,365**	**$1,685,103**

Averages

Salaries and benefits per officer: $\frac{\$1,323,624}{28} = \$47,272$

Salaries and benefits per support staff: $\frac{52,620}{2} = \$26,310$

Overhead to salaries ratio $100 \times \frac{296,359}{1,388,744} = 21.34\%$

Thus with an established cost per uniformed officer and benefits of $47,272, of support staff and benefits of $26,310, and of operational overhead of 21.34% of all salaries and benefits, it is possible to estimate the operational cost in 1990 dollars of a regional force at various levels of service. This has been done in chapter 8 of the Study. The following example illustrates the calculations used with a force of 40 uniformed officers.

Example:

- assuming 40 uniformed officers for the proposed Greater Miramichi Area the cost would be:

  40 x $47,272 = $1,890,880

- assuming ten civilian employees the cost would be:

  10 x $26,310 = $ 263,100

Total salaries and benefits therefore	-	$2,153,980
Add operational overhead @ 21.34%	-	459,659
TOTAL ESTIMATED COST OF EXAMPLE		$2,613,639[22]

[22] This figure was rounded to the nearest 100 in chapter 8.

In summary, in estimating the cost of a regional force at various service levels in 1990 dollars, the following assumptions are made:

- the police/citizen ratio would have to be improved, particularly in the rural sections of the Greater Miramichi Area. Thus a service level of from 38 to 41 uniformed officers with a support staff ratio of approximately 1/4 are utilized in the examples presented in chapter 8 of this Study. The support staff ratio (10 staff in each example) are required for secretarial staff and for at least six communications operators to handle a twenty-four hour communications system.

- the personnel from both Chatham and Newcastle are amalgamated. From ten to thirteen uniformed officers are hired to supplement the twenty-eight existing uniformed municipal police officers.

- the average cost of a uniformed officer and benefits is $47,272 and support staff and benefits is $26,310.

- the operational overhead is equal to 21.34% of all salaries and benefits.

APPENDIX N

START-UP COSTS

START-UP COSTS

The development of a regional police force involves financial considerations which must be approved by the parties involved and the costs shared according to an agreed formula. While this Study does not attempt to estimate start-up costs, it is helpful to identify the major expenditures that will be necessary in the development phase.

Start-up costs can be defined as any expenditure incurred prior to the first day of implementation. These costs are normally incurred during the development phase and, at this stage, do not contribute to the existing policing function. Some of the start-up costs however, will eventually become regular expenditure items within the annual budget.

Most of the main items involved in start-up are listed below with a brief explanation where necessary. Other items will appear as development of the force progresses. Accordingly, adequate funding at the outset is essential to meet estimated costs along with a budget reserve for unidentified or unusual items.

1. STAFFING REQUIREMENTS

- **Chief of Police Designate**
  - the search, selection and hiring process
  - the Selection Committee
  - travelling expenses for candidates

- moving expenses, and perhaps, temporary accommodation for the successful candidate

- as recommended in the report, the Chief Designate should be hired at least eight months prior to the implementation date; therefore, eight months salary and benefits

- office space; adequate for Chief Designate and other support staff

- office furniture and equipment

- expense budget

o **Deputy Chief of Police Designate**

- Deputy Chief Designate should be hired (say) six months prior to implementation to assist the Chief in the development phase.

- allow for costs similar to the Chief

o **Support Staff**

- at the request of the Chief, support staff including secretarial staff with the appropriate skills should be available to assist in the development of administrative and operational functions. The experienced personnel must be hired either on contract or seconded from other forces.

2. PROFESSIONAL ASSISTANCE

- **Legal**
  - to advise on the formulation of the regional policing agreement
  - to advise on matters concerning labour relations

- **Communications Study**
  - to study and report on communication needs (short and long term) of the regional force
  - to study emergency dialling systems, including the 911 system, and comment upon the perceived need, the real need and the economic justification thereof

3. UPGRADE COSTS

The amalgamation of two small municipal police forces along with the take-over of policing responsibilities from the R.C.M.P. will involve expenditure outlays over and above the normal start-up costs. No equipment or other materials will be transferred from the R.C.M.P. when that force withdraws.

Only limited relief can be expected from the amalgamation of the two municipal forces. Items such as vehicles, firearms, hand held radios and office equipment can be transferred to the regional inventory upon implementation, but would not meet the total needs of the regional force.

During the development and planning process, the various items can be identified and the required quantity estimated. Some examples of items which will involve an upgrade are:-

- vehicles
- weaponry
- accommodation
- office equipment
- special services training
- communication
- identification facility